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LEGISLATIVE HISTORY

PUBLIC LAW 601--79th CONGRESS

CHAPTER 753--2d SESSION

S. 2177

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## DIGEST OF PUBLIC LAW 601

LEGISLATIVE REORGANIZATION ACT OF 1946. Provides that, by March 1 of each year, the revenue and appropriation committees shall make an over-all estimate of receipts and expenditures, including a reserve for deficiencies, and shall report a concurrent resolution (1) to provide for reduction of the public debt if receipts are estimated to exceed expenditures or (2) to express it as the sense of Congress that the public debt be increased by the amount that estimated expenditures may exceed estimated receipts. Provides for at least 3 days between the time an appropriation bill is reported and considered on the floor. Requires that all hearings before standing committees or their subcommittees shall be open except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session. Provides committees and subcommittees with staffs or specialists and permits the House Appropriations Committee to continue its investigation system. Takes steps toward limiting permanent appropriations. Authorizes the standing committees to exercise continuous surveillance of the execution of the laws by administrative agencies within their jurisdiction. Directs GAO to make expenditure analyses of each agency of the executive branch, including corporations. Provides that, in general, Congress shall adjourn by July 31 each year. Requires that the Congressional Record include a daily calendar of legislative events, together with resumes of congressional activities and an index of its contents. Increases salaries of members of Congress from \$10,000 to \$12,500, and continues the \$2,500 expense account. Permits members of Congress to retire under the Civil Service Retirement Act. Delegates the handling of claims to the departments and the courts and prohibits introduction of most private bills. Reconstitutes the committees and reduces them in number, but retains the Senate Agriculture and Forestry Committee and the House Agriculture Committee. Authorizes increases in the legislative-reference and bill-drafting services. Provides for changes in committee procedure as regards hearings, meetings, and records. Provides for registration of organized groups and their agents who seek to influence legislation. Provides that the President's Economic Report be filed at the opening of each regular session and that the Joint Committee make its report by February 1. Strengthens the provisions against inclusion of point-of-order items in appropriation bills. Requires the Appropriation Committees to develop a standard appropriation classification schedule which will clearly define subtotals.



Other Hearings on TORT CLAIMS AGAINST THE U.S.  
filed in USDA Main Library:

280.12 Hearings before a Subcommittee of the  
Un352T Committee on the Judiciary, U.S. SENATE  
76th Congress, 3d Session on S.2690  
March 6 and 11, 1940  
67p.

*Cannot  
locate* →

280.12 Hearings before Subcommittee No.1 of the  
Un35To Committee on the Judiciary, HOUSE OF REP-  
RESENTATIVES - 76th Congress, 3d Session  
on H.R.7236  
April 3, 1940 - Serial No. 17  
32p.

*Cannot  
locate* →

*See also  
HR 5373 (HR 6463) - 77<sup>th</sup> Cong*

limiting permanent appropriations. Authorizes the standing committees to exercise continuous surveillance of the execution of the laws by administrative agencies within their jurisdiction. Directs GAO to make expenditure analyses of each agency of the executive branch, including corporations. Provides that, in general, Congress shall adjourn by July 31 each year. Requires that the Congressional Record include a daily calendar of legislative events, together with resumes of congressional activities and an index of its contents. Increases salaries of members of Congress from \$10,000 to \$12,500, and continues the \$2,500 expense account. Permits members of Congress to retire under the Civil Service Retirement Act. Delegates the handling of claims to the departments and the courts and prohibits introduction of most private bills. Reconstitutes the committees and reduces their number, but retains the Senate Agriculture and Forestry Committee and the House Agriculture Committee. Authorizes increases in the legislative-reference and bill-drafting services. Provides for changes in committee procedure as regards hearings, meetings, and records. Provides for registration of organized groups and their agents who seek to influence legislation. Provides that the President's Economic Report be filed at the opening of each regular session and that the Joint Committee make its report by February 1. Strengthens the provisions against inclusion of point-of-order items in appropriation bills. Requires the Appropriation Committees to develop a standard appropriation classification schedule which will clearly define sub-



## Index and Summary of History on H. Con. Res. 18

### Establishing a Joint Committee on the Organization of the Congress.

January 11, 1945 Rep. Monroney submitted H. Con. Res. 18 which was referred to the House Committee on Rules. Print of the Resolution as submitted.

January 16, 1945 House Committee reported H. Con. Res. 18 without amendment. House Report 22. Print of the measure as reported.

January 22, 1945 H. Con. Res. 18 referred to the Senate Committee on Rules. Print of the measure as referred.

February 8, 1945 Senate Committee reported H. Con. Res. 18 with amendments. Senate Report 42. Print of the measure as reported.

February 12, 1945 Senate agreed to the resolution as reported.

February 19, 1945 House concurred in Senate amendments.

March 13, 1945 Hearings: Pt. 1. (Bound separately).

April 2, 1945 First Progress Report of the Joint Committee, Senate Document 36.

June 10, 1946 Hearings: Pt. 2. (Bound separately)

May 1, 1945 Hearings: Pt. 3. (Bound separately)

June 1, 1945 Hearings: Pt. 4. (Bound separately)

June 29, 1945 Joint Committee Print. Index to Hearings. (with hearings).

July 2, 1945 Joint Committee Print. Summary of the hearings held by the Joint Committee. (with hearings).

August, 1945 Joint Committee Print. Symposium on Congress by Members of the Congress and Others. (with hearings).

March 4, 1946 Report of the Joint Committee. House Rept. 1675.

Report of the Joint Committee. Senate Rept. 1011.







## Index and Summary of History on S. 2177

Hearings: H. Con. Res. 18 (A Concurrent Resolution establishing a joint committee on the organization of the Congress) Pts. 1, 2, 3, and 4. Also Index and Summary of Hearings. Also symposium on Congress by Members of Congress and others. March - Aug., 1945.

- May 13, 1946 S. 2177 introduced by Senator La Follette and was referred to the Special Committee on the Organization of Congress.
- May 31, 1946 Senate Committee reported S. 2177 with amendments. Senate Report No. 1400. Print of the bill as reported.
- June 5, 1946 Senate debate began. Amendments proposed by Senator La Follette. Prints of the amendments.
- June 6, 1946 Debate continued. Amendment proposed by Senator La-Follette. Print of the amendment.
- June 7, 1946 Debate continued. Amendments proposed by Senators Johnson and McClellan. Prints of the amendments.
- June 8, 1946 Debate continued. Amendments proposed by Senators Hill and Johnson. Prints of the amendments.
- June 10, 1946 Debate concluded. Passed the Senate with amendments.
- June 11, 1946 Print of S. 2177 as ordered to be printed.  
(Print of the bill as referred to the House).
- July 19, 1946 House Committee reported S. 2177 with agreed changes. Print of the bill in Congressional Record. (House Report or print of the bill as reported were not published)
- July 20, 1946 House Rules Committee reported H. Res. 717 for consideration of the bill. House Report 2614.
- July 25, 1946 Debated in House and passed with amendments.
- July 26, 1946 Senate concurred in House amendments.
- August 2, 1946 Approved. Public Law 601.

Index to Legislative Reorganization Act of 1946 by House Committee on Education and Labor.



Index and Summary of History on S. 2177

Hearings: H. Com. Res. 18 (A Concurrent Resolution establishing a joint committee on the organization of the Congress) Feb. 1, 2, 3, and 4. Also Index and Summary of Hearings. Also Symposium on Congress by Members of Congress and others. March - May, 1946.

S. 2177 introduced by Senator La Follette and was referred to the Special Committee on the Organization of Congress.

Senate Committee reported S. 2177 with amendments. Senate Report No. 1400. Print of the bill as reported.

Senate debate began. Amendments proposed by Senator La Follette. Prints of the amendments.

Debate continued. Amendment proposed by Senator La Follette. Print of the amendment.

Debate continued. Amendments proposed by Senators Johnson and McMillan. Prints of the amendments.

Debate continued. Amendments proposed by Senators Hill and Johnson. Prints of the amendments.

Debate concluded. Passed the Senate with amendments.

Print of S. 2177 as amended to be printed. (Print of the bill as referred to the House).

House Committee reported S. 2177 with agreed changes. Print of the bill in Congressional Record. (House report on print of the bill as reported were not published)

House Rules Committee reported H. Res. VII for consideration of the bill. House Report 681.

Debated in House and passed with amendments.

Senate concurred in House amendments.

Approved. Public Law 601.

Index to Legislative Reorganization Act of 1946 by House Committee on Organization and Administration.

May 13, 1946

May 31, 1946

June 5, 1946

June 6, 1946

June 7, 1946

June 8, 1946

June 10, 1946

June 11, 1946

July 19, 1946

July 20, 1946

July 25, 1946

July 26, 1946

August 2, 1946







79TH CONGRESS  
1ST SESSION

# H. CON. RES. 18

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IN THE HOUSE OF REPRESENTATIVES

JANUARY 11, 1945

Mr. MONRONEY submitted the following concurrent resolution; which was referred to the Committee on Rules

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## CONCURRENT RESOLUTION

1      *Resolved by the House of Representatives (the Senate*  
2      *concurring), That there is hereby established a Joint Com-*  
3      *mittee on the Organization of the Congress (hereinafter*  
4      *referred to as the committee) to be composed of six Members*  
5      *of the Senate (not more than three of whom shall be mem-*  
6      *bers of the majority party) to be appointed by the Presi-*  
7      *dent of the Senate, and six Members of the House of Repre-*  
8      *sentatives (not more than three of whom shall be members*  
9      *of the majority party) to be appointed by the Speaker of*  
10     *the House of Representatives. Vacancies in the membership*  
11     *of the committee shall not affect the power of the remaining*  
12     *members to execute the functions of the committee, and shall*

1 be filled in the same manner as in the case of the original  
2 selection. The committee shall select a chairman and a vice  
3 chairman from among its members. No recommendation  
4 shall be made by the committee except upon a majority  
5 vote of the Members representing each House, taken  
6 separately.

7       SEC. 2. The committee shall make a full and complete  
8 study of the organization and operation of the Congress of  
9 the United States and shall recommend improvements in such  
10 organization and operation with a view toward strengthen-  
11 ing the Congress, simplifying its operations, improving its  
12 relationships with other branches of the United States Gov-  
13 ernment and enabling it better to meet its responsibilities  
14 under the Constitution. This study shall include, but shall  
15 not be limited to, the organization and operation of each  
16 House of the Congress; the relationship between the two  
17 Houses; the relationships between the Congress and other  
18 branches of the Government; the employment and remun-  
19 eration of officers and employees of the respective Houses,  
20 and officers and employees of the committees and Members  
21 of Congress; and the structure of, and the relationships be-  
22 tween, the various standing, special, and select committees  
23 of the Congress: *Provided*, That nothing in this concurrent  
24 resolution shall be construed to authorize the committee to  
25 make any recommendations with respect to the time or

1 manner of, or the parliamentary rules or procedure govern-  
2 ing, the consideration of any matter on the floor of either  
3 House.

4 SEC. 3. (a) The committee, or any duly authorized  
5 subcommittee thereof, is authorized to sit and act at such  
6 places and times during the sessions, recesses, and adjourned  
7 periods of the Seventy-ninth Congress, to require by subpoena  
8 or otherwise the attendance of such witnesses and the pro-  
9 duction of such books, papers, and documents, to administer  
10 such oaths, to take such testimony, to procure such printing  
11 and binding, and to make such expenditures as it deems ad-  
12 visable. The cost of stenographic services to report such  
13 hearings shall not be in excess of 25 cents per hundred words.

14 (b) The committee is empowered to appoint and  
15 fix the compensation of such experts, consultants, tech-  
16 nicians, and clerical and stenographic assistants as it deems  
17 necessary and advisable, but the compensation so fixed shall  
18 not exceed the compensation prescribed under the Classifica-  
19 tion Act of 1923, as amended, for comparable duties. The  
20 committee may utilize such voluntary and uncompensated  
21 services as it deems necessary and is authorized to utilize  
22 the services, information, facilities, and personnel of the  
23 departments and agencies of the Government.

24 (c) The expenses of the committee, which shall not  
25 exceed \$15,000, shall be paid one-half from the contingent

1 fund of the Senate and one-half from the contingent fund  
2 of the House of Representatives, upon vouchers signed by  
3 the chairman.

4 (d) The committee shall report from time to time to  
5 the Senate and the House of Representatives the results of its  
6 study, together with its recommendations, the first report  
7 being made not later than April 1, 1945. If the Senate, the  
8 House of Representatives, or both, are in recess or have ad-  
9 journed, the report shall be made to the Secretary of the  
10 Senate or the Clerk of the House of Representatives, or both,  
11 as the case may be.











79TH CONGRESS  
1ST Session

## H. CON. RES. 18

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### CONCURRENT RESOLUTION

Establishing a Joint Committee on the Organization of the Congress.

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By Mr. MONRONEY

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JANUARY 11, 1945

Referred to the Committee on Rules







ESTABLISHING A JOINT COMMITTEE ON THE ORGANIZATION OF THE CONGRESS

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JANUARY 16, 1945.—Referred to the House Calendar and ordered to be printed

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Mr. SABATH, from the Committee on Rules, submitted the following

REPORT

[To accompany H. Con. Res. 18]

The Committee on Rules, having had under consideration House Concurrent Resolution 18, report the same to the House with the recommendation that the resolution do pass.



CONFIDENTIAL

CONFIDENTIAL

CONFIDENTIAL

CONFIDENTIAL

CONFIDENTIAL

House Calendar No. 16

79TH CONGRESS  
1ST SESSION

**H. CON. RES. 18**

[Report No. 22]

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IN THE HOUSE OF REPRESENTATIVES

JANUARY 11, 1945

Mr. MONRONEY submitted the following concurrent resolution; which was referred to the Committee on Rules

JANUARY 16, 1945

Referred to the House Calendar and ordered to be printed

---

**CONCURRENT RESOLUTION**

1      *Resolved by the House of Representatives (the Senate*  
2      *concurring), That there is hereby established a Joint Com-*  
3      *mittee on the Organization of the Congress (hereinafter*  
4      *referred to as the committee) to be composed of six Members*  
5      *of the Senate (not more than three of whom shall be mem-*  
6      *bers of the majority party) to be appointed by the Presi-*  
7      *dent of the Senate, and six Members of the House of Repre-*  
8      *sentatives (not more than three of whom shall be members*  
9      *of the majority party) to be appointed by the Speaker of*  
10     *the House of Representatives. Vacancies in the membership*  
11     *of the committee shall not affect the power of the remaining*  
12     *members to execute the functions of the committee, and shall*

1 be filled in the same manner as in the case of the original  
2 selection. The committee shall select a chairman and a vice  
3 chairman from among its members. No recommendation  
4 shall be made by the committee except upon a majority  
5 vote of the Members representing each House, taken  
6 separately.

7       SEC. 2. The committee shall make a full and complete  
8 study of the organization and operation of the Congress of  
9 the United States and shall recommend improvements in such  
10 organization and operation with a view toward strengthen-  
11 ing the Congress, simplifying its operations, improving its  
12 relationships with other branches of the United States Gov-  
13 ernment, and enabling it better to meet its responsibilities  
14 under the Constitution. This study shall include, but shall  
15 not be limited to, the organization and operation of each  
16 House of the Congress; the relationship between the two  
17 Houses; the relationships between the Congress and other  
18 branches of the Government; the employment and remun-  
19 eration of officers and employees of the respective Houses,  
20 and officers and employees of the committees and Members  
21 of Congress; and the structure of, and the relationships be-  
22 tween, the various standing, special, and select committees  
23 of the Congress: *Provided*, That nothing in this concurrent  
24 resolution shall be construed to authorize the committee to  
25 make any recommendations with respect to the time or

1 manner of, or the parliamentary rules or procedure govern-  
2 ing, the consideration of any matter on the floor of either  
3 House.

4 SEC. 3. (a) The committee, or any duly authorized  
5 subcommittee thereof, is authorized to sit and act at such  
6 places and times during the sessions, recesses, and adjourned  
7 periods of the Seventy-ninth Congress, to require by subpoena  
8 or otherwise the attendance of such witnesses and the pro-  
9 duction of such books, papers, and documents, to administer  
10 such oaths, to take such testimony, to procure such printing  
11 and binding, and to make such expenditures as it deems ad-  
12 visible. The cost of stenographic services to report such  
13 hearings shall not be in excess of 25 cents per hundred words.

14 (b) The committee is empowered to appoint and fix  
15 the compensation of such experts, consultants, technicians,  
16 and clerical and stenographic assistants as it deems neces-  
17 sary and advisable, but the compensation so fixed shall not  
18 exceed the compensation prescribed under the Classification  
19 Act of 1923, as amended, for comparable duties. The com-  
20 mittee may utilize such voluntary and uncompensated serv-  
21 ices as it deems necessary and is authorized to utilize the serv-  
22 ices, information, facilities, and personnel of the departments  
23 and agencies of the Government.

24 (c) The expenses of the committee, which shall not  
25 exceed \$15,000, shall be paid one-half from the contingent



1 fund of the Senate and one-half from the contingent fund  
2 of the House of Representatives, upon vouchers signed by  
3 the chairman.

4 (d) The committee shall report from time to time to  
5 the Senate and the House of Representatives the results of its  
6 study, together with its recommendations, the first report  
7 being made not later than April 1, 1945. If the Senate, the  
8 House of Representatives, or both, are in recess or have ad-  
9 journed, the report shall be made to the Secretary of the  
10 Senate or the Clerk of the House of Representatives, or both,  
11 as the case may be.









79<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION

# H. CON. RES. 18

[Report No. 22]

## CONCURRENT RESOLUTION

Establishing a Joint Committee on the Organization of the Congress.

By Mr. MONRONEY

JANUARY 11, 1945

Referred to the Committee on Rules

JANUARY 16, 1945

Referred to the House Calendar and ordered to be printed





79TH CONGRESS  
1ST SESSION

## H. CON. RES. 18

---

IN THE SENATE OF THE UNITED STATES

JANUARY 22, 1945

Referred to the Committee on Rules

---

### CONCURRENT RESOLUTION

1       *Resolved by the House of Representatives (the Senate*  
2   *concurring)*, That there is hereby established a Joint Com-  
3   mittee on the Organization of the Congress (hereinafter  
4   referred to as the committee) to be composed of six Members  
5   of the Senate (not more than three of whom shall be mem-  
6   bers of the majority party) to be appointed by the Presi-  
7   dent of the Senate, and six Members of the House of Repre-  
8   sentatives (not more than three of whom shall be members  
9   of the majority party) to be appointed by the Speaker of  
10   the House of Representatives. Vacancies in the membership  
11   of the committee shall not affect the power of the remaining  
12   members to execute the functions of the committee, and shall

1 be filled in the same manner as in the case of the original  
2 selection. The committee shall select a chairman and a vice  
3 chairman from among its members. No recommendation  
4 shall be made by the committee except upon a majority  
5 vote of the Members representing each House, taken  
6 separately.

7       SEC. 2. The committee shall make a full and complete  
8 study of the organization and operation of the Congress of  
9 the United States and shall recommend improvements in such  
10 organization and operation with a view toward strengthen-  
11 ing the Congress, simplifying its operations, improving its  
12 relationships with other branches of the United States Gov-  
13 ernment, and enabling it better to meet its responsibilities  
14 under the Constitution. This study shall include, but shall  
15 not be limited to, the organization and operation of each  
16 House of the Congress; the relationship between the two  
17 Houses; the relationships between the Congress and other  
18 branches of the Government; the employment and remun-  
19 eration of officers and employees of the respective Houses,  
20 and officers and employees of the committees and Members  
21 of Congress; and the structure of, and the relationships be-  
22 tween, the various standing, special, and select committees  
23 of the Congress: *Provided*, That nothing in this concurrent  
24 resolution shall be construed to authorize the committee to  
25 make any recommendations with respect to the time or



1 manner of, or the parliamentary rules or procedure govern-  
2 ing, the consideration of any matter on the floor of either  
3 House.

4 SEC. 3. (a) The committee, or any duly authorized  
5 subcommittee thereof, is authorized to sit and act at such  
6 places and times during the sessions, recesses, and adjourned  
7 periods of the Seventy-ninth Congress, to require by subpoena  
8 or otherwise the attendance of such witnesses and the pro-  
9 duction of such books, papers, and documents, to administer  
10 such oaths, to take such testimony, to procure such printing  
11 and binding, and to make such expenditures as it deems ad-  
12 visable. The cost of stenographic services to report such  
13 hearings shall not be in excess of 25 cents per hundred words.

14 (b) The committee is empowered to appoint and fix  
15 the compensation of such experts, consultants, technicians,  
16 and clerical and stenographic assistants as it deems neces-  
17 sary and advisable, but the compensation so fixed shall not  
18 exceed the compensation prescribed under the Classification  
19 Act of 1923, as amended, for comparable duties. The com-  
20 mittee may utilize such voluntary and uncompensated serv-  
21 ices as it deems necessary and is authorized to utilize the serv-  
22 ices, information, facilities, and personnel of the departments  
23 and agencies of the Government.

24 (c) The expenses of the committee, which shall not  
25 exceed \$15,000, shall be paid one-half from the contingent

1 fund of the Senate and one-half from the contingent fund  
2 of the House of Representatives, upon vouchers signed by  
3 the chairman.

4 (d) The committee shall report from time to time to  
5 the Senate and the House of Representatives the results of its  
6 study, together with its recommendations, the first report  
7 being made not later than April 1, 1945. If the Senate, the  
8 House of Representatives, or both, are in recess or have ad-  
9 journed, the report shall be made to the Secretary of the  
10 Senate or the Clerk of the House of Representatives, or both,  
11 as the case may be.

Passed the House of Representatives January 18, 1945.

Attest:

SOUTH TRIMBLE,

*Clerk.*









79<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION

## H. CON. RES. 18

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### CONCURRENT RESOLUTION

---

Establishing a Joint Committee on the Organization of the Congress.

---

JANUARY 22, 1945

Referred to the Committee on Rules







79TH CONGRESS }  
1st Session }

SENATE

{ REPORT  
No. 42

## ESTABLISHING A JOINT COMMITTEE ON THE ORGANIZATION OF THE CONGRESS

FEBRUARY 8, 1945.—Ordered to be printed

Mr. McKELLAR (for Mr. BYRD), from the Committee on Rules,  
submitted the following

### REPORT

[To accompany H. Con. Res. 18]

The Committee on Rules, to whom was referred the concurrent resolution (H. Con. Res. 18) establishing a Joint Committee on the Organization of the Congress, having considered the same, report favorably thereon with amendments and recommend that the concurrent resolution as amended do pass.

House Concurrent Resolution 18 provides for the creation of a joint congressional committee to study the organization and operation of the Congress and to recommend improvements in such organization and operation with a view to strengthening the Congress, simplifying its operations, and improving its relationships with the other branches of the Government. The provisions of this resolution are similar to those contained in Senate Concurrent Resolution 23, Seventy-eighth Congress, which was favorably acted upon by both the Senate and the House but which authorized the joint committee established pursuant thereto to act only during the Seventy-eighth Congress.

The joint committee proposed to be established under House Concurrent Resolution 18 would be composed of six Members of the Senate, to be chosen by the President of the Senate, and six Members of the House of Representatives, to be chosen by the Speaker. Not more than three members of either group could be chosen from the same political party. The committee recommend the elimination of the second sentence in the first section of the concurrent resolution, which provided that vacancies in the committee should not affect the power of remaining members to act, and that such vacancies should be filled in the same manner as in the case of the original selection.

The committee also recommend the adoption, in lieu of the proviso in section 2, of language making clear that the jurisdiction conferred upon the joint committee does not include the authority to make

recommendations with respect to the rules, parliamentary procedure, practices, or precedents of either the Senate or the House, or the consideration of any matter on the floor of either House.

The committee recommend that the language contained in the last sentence of section 3 (b), authorizing the joint committee to utilize voluntary and uncompensated services and the services, information, facilities, and personnel of other Government departments and agencies, be eliminated.

The joint committee would be authorized to report from time to time to the Senate and House of Representatives the results of its study, the first such report being required to be made on or before April 1, 1945. Under a committee amendment, all reports of the joint committee would be referred to the Committee on Rules in the Senate and to the appropriate committees of the House.

The concurrent resolution authorizes the joint committee to incur expenses not to exceed \$15,000, to be paid one-half from the contingent fund of the Senate, and one-half from the contingent fund of the House.

The committee recommend that the concurrent resolution be adopted with the amendments referred to above.





79TH CONGRESS  
1ST SESSION

# H. CON. RES. 18

[Report No. 42]

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IN THE SENATE OF THE UNITED STATES

JANUARY 22, 1945

Referred to the Committee on Rules

FEBRUARY 8, 1945

Reported by Mr. McKELLAR (for Mr. BYRD), with amendments, and referred to the Committee to Audit and Control the Contingent Expenses of the Senate

[Omit the part struck through and insert the part printed in italic]

---

## CONCURRENT RESOLUTION

1      *Resolved by the House of Representatives (the Senate*  
2      *concurring)*, That there is hereby established a Joint Com-  
3      mittee on the Organization of the Congress (hereinafter  
4      referred to as the committee) to be composed of six Members  
5      of the Senate (not more than three of whom shall be mem-  
6      bers of the majority party) to be appointed by the Presi-  
7      dent of the Senate, and six Members of the House of Repre-  
8      sentatives (not more than three of whom shall be members  
9      of the majority party) to be appointed by the Speaker of  
10     the House of Representatives. ~~Vacancies in the membership~~  
11     ~~of the committee shall not affect the power of the remaining~~  
12     ~~members to execute the functions of the committee, and shall~~

1 be filled in the same manner as in the case of the original  
2 selection. The committee shall select a chairman and a vice  
3 chairman from among its members. No recommendation  
4 shall be made by the committee except upon a majority  
5 vote of the Members representing each House, taken  
6 separately.

7       SEC. 2. The committee shall make a full and complete  
8 study of the organization and operation of the Congress of  
9 the United States and shall recommend improvements in such  
10 organization and operation with a view toward strengthen-  
11 ing the Congress, simplifying its operations, improving its  
12 relationships with other branches of the United States Gov-  
13 ernment, and enabling it better to meet its responsibilities  
14 under the Constitution. This study shall include, but shall  
15 not be limited to, the organization and operation of each  
16 House of the Congress; the relationship between the two  
17 Houses; the relationships between the Congress and other  
18 branches of the Government; the employment and remun-  
19 eration of officers and employees of the respective Houses,  
20 and officers and employees of the committees and Members  
21 of Congress; and the structure of, and the relationships be-  
22 tween, the various standing, special, and select committees  
23 of the Congress: *Provided, That nothing in this concurrent*  
24 *resolution shall be construed to authorize the committee to*  
25 *make any recommendations with respect to the time or*

1 manner of, or the parliamentary rules or procedure govern-  
2 ing, the consideration of any matter on the floor of either  
3 House That nothing in this concurrent resolution shall be  
4 construed to authorize the committee to make any recommenda-  
5 tions with respect to the rules, parliamentary procedure, prac-  
6 tices, and/or precedents of either House, or the consideration  
7 of any matter on the floor of either House: Provided further,  
8 That the language employed herein shall not prohibit the com-  
9 mittee from studying and recommending the consolidations  
10 and reorganization of committees.

11 SEC. 3 (a) The committee, or any duly authorized  
12 subcommittee thereof, is authorized to sit and act at such  
13 places and times during the sessions, recesses, and adjourned  
14 periods of the Seventy-ninth Congress, to require by subpoena  
15 or otherwise the attendance of such witnesses and the pro-  
16 duction of such books, papers, and documents, to administer  
17 such oaths, to take such testimony, to procure such printing  
18 and binding, and to make such expenditures as it deems ad-  
19 visable. The cost of stenographic services to report such  
20 hearings shall not be in excess of 25 cents per hundred words.

21 (b) The committee is empowered to appoint and fix  
22 the compensation of such experts, consultants, technicians,  
23 and clerical and stenographic assistants as it deems neces-  
24 sary and advisable, but the compensation so fixed shall not  
25 exceed the compensation prescribed under the Classification



1 Act of 1923, as amended, for comparable duties. The com-  
2 mittee may utilize such voluntary and uncompensated serv-  
3 ices as it deems necessary and is authorized to utilize the serv-  
4 ices, information, facilities, and personnel of the departments  
5 and agencies of the Government.

6 (c) The expenses of the committee, which shall not  
7 exceed \$15,000, shall be paid one-half from the contingent  
8 fund of the Senate and one-half from the contingent fund  
9 of the House of Representatives, upon vouchers signed by  
10 the chairman.

11 (d) The committee shall report from time to time to  
12 the Senate and the House of Representatives the results of its  
13 study, together with its recommendations, the first report  
14 being made not later than April 1, 1945. If the Senate, the  
15 House of Representatives, or both, are in recess or have ad-  
16 journed, the report shall be made to the Secretary of the  
17 Senate or the Clerk of the House of Representatives, or both,  
18 as the case may be. *All reports and findings of the com-*  
19 *mittee shall, when received, be referred to the Committee on*  
20 *Rules of the Senate and the appropriate committees of the*  
21 *House.*

Passed the House of Representatives January 18, 1945.

Attest:

SOUTH TRIMBLE,

Clerk.





[Report No. 42]

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## **CONCURRENT RESOLUTION**

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Establishing a Joint Committee on the Organization of the Congress.

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JANUARY 22, 1945

Referred to the Committee on Rules

FEBRUARY 8, 1945

Reported with amendments







79TH CONGRESS  
1ST SESSION

## H. CON. RES. 18

2/19/45

### CONCURRENT RESOLUTION

1      *Resolved by the House of Representatives (the Senate*  
2      *concurring), That there is hereby established a Joint Com-*  
3      *mittee on the Organization of the Congress (hereinafter*  
4      *referred to as the committee) to be composed of six Members*  
5      *of the Senate (not more than three of whom shall be mem-*  
6      *bers of the majority party) to be appointed by the President*  
7      *of the Senate, and six Members of the House of Representa-*  
8      *tives (not more than three of whom shall be members of*  
9      *the majority party) to be appointed by the Speaker of the*  
10     *House of Representatives. The committee shall select a*  
11     *chairman and a vice chairman from among its members.*  
12     *No recommendation shall be made by the committee except*

1 upon a majority vote of the Members representing each  
2 House, taken separately.

3       SEC. 2. The committee shall make a full and complete  
4 study of the organization and operation of the Congress of  
5 the United States and shall recommend improvements in  
6 such organization and operation with a view toward strength-  
7 ening the Congress, simplifying its operations, improving  
8 its relationships with other branches of the United States  
9 Government, and enabling it better to meet its responsibilities  
10 under the Constitution. This study shall include, but shall  
11 not be limited to, the organization and operation of each  
12 House of the Congress; the relationship between the two  
13 Houses; the relationships between the Congress and other  
14 branches of the Government; the employment and remun-  
15 eration of officers and employees of the respective Houses  
16 and officers and employees of the committees and Members  
17 of Congress; and the structure of, and the relationships  
18 between, the various standing, special, and select committees  
19 of the Congress: *Provided*, That nothing in this concurrent  
20 resolution shall be construed to authorize the committee to  
21 make any recommendations with respect to the rules, par-  
22 liamentary procedure, practices, and/or precedents of either  
23 House, or the consideration of any matter on the floor of  
24 either House: *Provided further*, That the language employed  
25 herein shall not prohibit the committee from studying and

1 recommending the consolidations and reorganization of com-  
2 mittees.

3       SEC. 3. (a) The committee, or any duly authorized sub-  
4 committee thereof, is authorized to sit and act at such  
5 places and times during the sessions, recesses, and adjourned  
6 periods of the Seventy-ninth Congress, to require by subpoena  
7 or otherwise the attendance of such witnesses and the pro-  
8 duction of such books, papers, and documents, to administer  
9 such oaths, to take such testimony, to procure such printing  
10 and binding, and to make such expenditures as it deems  
11 advisable. The cost of stenographic services to report such  
12 hearings shall not be in excess of 25 cents per hundred words.

13       (b) The committee is empowered to appoint and fix  
14 the compensation of such experts, consultants, technicians,  
15 and clerical and stenographic assistants as it deems neces-  
16 sary and advisable, but the compensation so fixed shall not  
17 exceed the compensation prescribed under the Classification  
18 Act of 1923, as amended, for comparable duties.

19       (c) The expenses of the committee, which shall not  
20 exceed \$15,000, shall be paid one-half from the contingent  
21 fund of the Senate and one-half from the contingent fund  
22 of the House of Representatives, upon vouchers signed by the  
23 chairman.

24       (d) The committee shall report from time to time to  
25 the Senate and the House of Representatives the results of

1 its study, together with its recommendations, the first report  
2 being made not later than April 1, 1945. If the Senate,  
3 the House of Representatives, or both, are in recess or have  
4 adjourned, the report shall be made to the Secretary of the  
5 Senate or the Clerk of the House of Representatives, or  
6 both, as the case may be. All reports and findings of the  
7 committee shall, when received, be referred to the Committee  
8 on Rules of the Senate and the appropriate committees of  
9 the House.

Passed the House of Representatives January 18, 1945.

Attest: SOUTH TRIMBLE,  
*Clerk.*

Passed the Senate amended February 12, 1945.

Attest: LESLIE L. BIFFLE,  
*Secretary.*

House agrees to Senate amendments February 19, 1945.

Attest: SOUTH TRIMBLE,  
*Clerk.*





79<sup>TH</sup> CONGRESS  
1<sup>ST</sup> SESSION

## H. CON. RES. 18

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### CONCURRENT RESOLUTION

Establishing a Joint Committee on the Organization of the Congress.





79th Congress }  
1st Session }

SENATE

{ DOCUMENT  
No. 36 }

# ORGANIZATION OF THE CONGRESS

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FIRST PROGRESS REPORT

OF THE

JOINT COMMITTEE ON THE ORGANIZATION  
OF CONGRESS

CONGRESS OF THE UNITED STATES

PURSUANT TO

H. Con. Res. 18



APRIL 2 (legislative day, MARCH 16), 1945.—Ordered to be printed

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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1945



## JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

(Created pursuant to H. Con. Res. 18)

### SENATE

ROBERT M. LA FOLLETTE, JR., Wisconsin,  
*Chairman*

ELBERT D. THOMAS, Utah

CLAUDE PEPPER, Florida

RICHARD B. RUSSELL, Georgia

WALLACE H. WHITE, JR., Maine

C. WAYLAND BROOKS, Illinois

### HOUSE

A. S. MIKE MONRONEY, Oklahoma, *Vice  
Chairman*

E. E. COX, Georgia

THOMAS J. LANE, Massachusetts

EARL C. MICHENER, Michigan

EVERETT M. DIRKSEN, Illinois

CHARLES A. PLUMLEY, Vermont

GEORGE B. GALLOWAY, *Staff Director*

## LETTER OF TRANSMITTAL

UNITED STATES SENATE AND  
HOUSE OF REPRESENTATIVES,  
*Washington, D. C., April 1, 1945.*

Hon. HARRY S. TRUMAN,  
*Vice President of the United States,*

Hon. SAM RAYBURN,  
*Speaker of the House of Representatives.*

DEAR MR. VICE PRESIDENT AND MR. SPEAKER: By direction of the Joint Committee appointed pursuant to House Concurrent Resolution 18 of the Seventy-ninth Congress, to make a full and complete study of the organization and operation of the Congress, we hand you herewith the first intermediate report of that committee.

Sincerely yours,

ROBERT M. LA FOLLETTE, JR., *Chairman.*  
A. S. MIKE MONRONEY, *Vice Chairman.*



## ORGANIZATION OF THE CONGRESS

APRIL 2 (legislative day, MARCH 16), 1945.—Ordered to be printed

MR. LA FOLLETTE, OF WISCONSIN AND MR. MONRONEY, OF OKLAHOMA, FROM THE JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS, SUBMITTED THE FOLLOWING

### FIRST INTERMEDIATE REPORT

[Pursuant to H. Con. Res. 18]

#### INTRODUCTION

This committee was first established by the Seventy-eighth Congress, pursuant to Senate Concurrent Resolution 23 which passed the Senate on August 23 and the House on December 15, 1944. Under this resolution a joint committee was appointed, composed of six Members of each House, who elected Senator Francis Maloney chairman and Representative A. S. Mike Monroney vice-chairman at a meeting of the committee on December 20, 1944. A few days later the Seventy-eighth Congress expired and with it this committee. Meanwhile, during the Christmas recess, the committee and the Congress suffered a severe loss in the sudden tragic death of Senator Maloney, who had been coauthor of the resolution creating this committee and an outstanding Senate leader in the effort to strengthen and improve the machinery and methods of Congress.

Following the organization of the Seventy-ninth Congress, House Concurrent Resolution 18, as amended by the Senate, was passed on February 19. The Senate amendments eliminated an earlier provision permitting the committee to utilize the services of voluntary and departmental personnel and prohibited committee recommendations "with respect to the rules, parliamentary procedure, practices, and/or precedents of either House." The resolution specifically provides, however, that the committee may study and recommend the consolidations and reorganization of committees. Vice President Truman appointed Senator Richard B. Russell to fill the vacancy caused by the death of Senator Maloney.

The joint committee met on March 3 on call of Vice Chairman Monroney, organized and selected Senator Robert M. La Follette, Jr., as its chairman and Representative A. S. Mike Monroney as vice chairman. On the same day the committee selected George B. Galloway as staff director.

## BACKGROUND OF STUDY

This committee was established in response to a growing realization among Members of Congress of the imperative necessity to provide ways and means which will enable the Congress more effectively to meet and discharge the responsibility and powers vested in the National Legislature by the Constitution.

Congressional interest in self-improvement had manifested itself by the introduction in recent years in both Houses of numerous bills and resolutions by members of all political parties, proposing various changes in legislative organization and operation. Twenty-three such measures were introduced during the Seventy-seventh Congress, forty-three during the Seventy-eighth Congress, and thirty-six during the first 2 months of the Seventy-ninth Congress, or a total of 102 during the last 4 years. Thirty of these originated in the Senate and seventy-two in the House.

Moreover, during the Seventy-eighth Congress alone, the subject of congressional reform was discussed on the floor of the House and Senate on no less than 40 separate occasions. The records reveal that an increasing number of Members of both Houses and political parties have expressed concern about the efficiency of Congress since 1941. Together they represent more than one-tenth of the total membership. These Members evidently recognize that the problem of making Congress a more effective legislative machine is becoming increasingly acute, that it is not a party problem, and that it demands solution regardless of the party situation in Congress.

Meanwhile, widespread public interest in a more effectively functioning Congress had also been manifested by a large number of magazine articles, newspaper editorials and columns, radio debates, forum discussions, and reports by civic and professional groups. In recent years public concern for the maintenance of the power of Congress in our governmental structure has been growing due to the tremendous increase in the number and complexity of the national and international issues with which the Congress must deal. Recently a variety of proposals have been advanced by responsible groups and individuals designed to improve and strengthen the instrumentalities of Congress both in its internal organization and in its relationship to other branches of the Government and the public.

The widespread interest in and out of Congress in the subject has been prompted in part by the fate of parliamentary institutions in various countries abroad. The triumph of totalitarianism had its beginnings in the decline and final break-down of their national legislatures which were either suppressed by the dictators or converted into mere pawns of power politics.

Moreover, the decline of Congress in relation to the executive branch of our Federal Government has caused increased legislative concern. Under the Constitution, Congress is the policy-making branch of government. There are manifest growing tendencies in recent times toward the shift of policy-making power to the Executive, partly because of the comparative lack of effective instrumentalities and the less adequate facilities of the legislative branch. To redress the balance and recover its rightful position in our governmental structure, Congress, many Members feel, must modernize its machinery, coordinate its various parts, and establish the research facilities that can provide it with the knowledge that is power.



## COMMITTEE ACTIVITIES TO DATE

Guided by these considerations and mindful of the importance of the study which it has been authorized to make, your committee has begun its hearings. Our first step has been to make a survey of congressional opinion in order to obtain the suggestions and recommendations of Senators and Representatives for the strengthening of Congress.

To this end three things have been done. First, a letter was sent (see appendix) on March 5 to every Member of both Houses soliciting their advice and suggestions. The response has been most gratifying. Nearly all those who have replied have welcomed the study and stressed its importance, and many have offered helpful suggestions.

Second, a series of hearings is in progress at which interested Senators and Representatives have appeared and given the committee the benefit of their advice and counsel. These hearings commenced on March 13 and will continue two or three times a week until all interested Members have been heard. The testimony to date has covered a wide range of topics and revealed the broad scope of congressional interest in the general subject of the committee's study. (See appendix for a summary of the hearings.)

The committee wishes to express its deep appreciation for the valuable assistance it has thus far received from Members of the House and Senate and urges all who have not appeared or responded to do so at their earliest convenience.

Third, the committee's staff director has collected and analyzed all bills and resolutions proposing changes in legislative organization and operation that have been introduced in the Seventy-seventh to Seventy-ninth Congresses, inclusive, to date; digested the replies received from Members to our letter of inquiry of March 5; and prepared a list of Members interested in the organization of Congress, a study outline on Congress, a questionnaire for distribution among Members of Congress, and press releases summarizing all our hearings to date.

The Joint Committee on the Organization of Congress plans to proceed with its study as rapidly as possible. After it has heard all the Members who desire to appear, we shall invite others not Members of Congress to testify or submit statements in writing. A tentative list of the groups to be heard follows:

1. Officers and employees of Congress.
2. Executive officials.
3. Members of Senate and House Press Galleries.
4. Civic and other groups.
5. Interested professional organizations.
6. Private citizens.

## CONTEMPLATED SCOPE OF STUDY

The committee is authorized and directed by H. Con. Res. 18 to—  
make a full and complete study of the organization and operation of the Congress,  
and to—

recommend improvements in such organization and operation with a view toward strengthening the Congress, simplifying its operations, improving its relationships with other branches of the United States Government, and enabling it better to meet its responsibilities under the Constitution. This study shall include, but shall not be limited to, the organization and operation of each House of the Congress; the relationship between the two Houses; the relationships between the Congress and other branches of the Government; the employment and remuneration of officers and employees of the respective Houses and officers and employees of the committees and Members of Congress; and the structure of and the relationships between the various standing, special, and select committees of the Congress.

The committee considers that these terms of reference are broad enough to permit it to study, among others, the following main subdivisions of the whole subject:

1. The staffing of Congress.
2. Committee structure and operation.
3. Relations between House and Senate.
4. Liaison between Congress and the Executive.
5. Legislative oversight of administration.
6. Relations with the electorate.
7. Relations with special-interest groups.
8. Congestion of legislative business.
9. The administrative organization of Congress.
10. Compensation of congressional personnel.

We plan to make a thorough study of each of these interdependent problems during the coming months.

## CONCLUSION

This report is submitted at this time in accordance with the requirement of House Concurrent Resolution 18 that the committee's first report be made not later than April 1, 1945. The committee has had only 4 weeks of actual working time at its disposal; it has only made a beginning in its study of this great subject. Therefore, it would be premature for the committee to make any recommendations at this time.

In launching its study, the members of the committee are keenly aware of the vital importance of the assignment they have received and they wish to assure the membership of both the House and Senate that they will discharge their responsibilities to the best of their abilities, for we believe that upon a stronger and more effective Congress may well depend the preservation of democracy in the United States.

# APPENDICES

## APPENDIX I

[H. Con. Res. 18, 79th Cong., 1st sess.]

### CONCURRENT RESOLUTION

*Resolved by the House of Representatives (the Senate concurring),* That there is hereby established a Joint Committee on the Organization of the Congress (hereinafter referred to as the committee) to be composed of six Members of the Senate (not more than three of whom shall be members of the majority party) to be appointed by the President of the Senate, and six Members of the House of Representatives (not more than three of whom shall be members of the majority party) to be appointed by the Speaker of the House of Representatives. The committee shall select a chairman and a vice chairman from among its members. No recommendation shall be made by the committee except upon a majority vote of the Members representing each House, taken separately.

SEC. 2. The committee shall make a full and complete study of the organization and operation of the Congress of the United States and shall recommend improvements in such organization and operation with a view toward strengthening the Congress, simplifying its operations, improving its relationships with other branches of the United States Government, and enabling it better to meet its responsibilities under the Constitution. This study shall include, but shall not be limited to, the organization and operation of each House of the Congress; the relationship between the two Houses; the relationships between the Congress and other branches of the Government; the employment and remuneration of officers and employees of the respective Houses and officers and employees of the committees and Members of Congress; and the structure of, and the relationships between, the various standing, special, and select committees of the Congress: *Provided*, That nothing in this concurrent resolution shall be construed to authorize the committee to make any recommendations with respect to the rules, parliamentary procedure, practices, and/or precedents of either House, or the consideration of any matter on the floor of either House: *Provided further*, That the language employed herein shall not prohibit the committee from studying and recommending the consolidations and reorganization of committees.

SEC. 3. (a) The committee, or any duly authorized subcommittee thereof, is authorized to sit and act at such places and times during the sessions, recesses, and adjourned periods of the Seventy-ninth Congress, to require by subpoena or otherwise the attendance of such witnesses and the production of such books, papers, and documents, to administer such oaths, to take such testimony, to procure such printing and binding, and to make such expenditures as it deems advisable. The cost of stenographic services to report such hearings shall not be in excess of 25 cents per hundred words.

(b) The committee is empowered to appoint and fix the compensation of such experts, consultants, technicians, and clerical and stenographic assistants as it deems necessary and advisable, but the compensation so fixed shall not exceed the compensation prescribed under the Classification Act of 1923, as amended, for comparable duties.

(c) The expenses of the committee, which shall not exceed \$15,000, shall be paid one-half from the contingent fund of the Senate and one-half from the contingent fund of the House of Representatives, upon vouchers signed by the chairman.

(d) The committee shall report from time to time to the Senate and the House of Representatives the results of its study, together with its recommendations, the first report being made not later than April 1, 1945. If the Senate, the House of Representatives, or both, are in recess or have adjourned, the report shall be made to the Secretary of the Senate or the Clerk of the House of Representatives;



or both, as the case may be. All reports and findings of the committee shall, when received, be referred to the Committee on Rules of the Senate and the appropriate committees of the House.

Passed the House of Representatives January 18, 1945.

Attest:

SOUTH TRIMBLE, *Clerk.*

Passed the Senate amended February 12, 1945.

Attest:

LESLIE L. BIFFLE, *Secretary.*

House agrees to Senate amendments February 19, 1945.

Attest:

SOUTH TRIMBLE, *Clerk.*

## APPENDIX II

### CONGRESS OF THE UNITED STATES

#### JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

(Created pursuant to H. Con. Res. 18)

As you know, the Congress has passed House Concurrent Resolution 18 providing for a study of ways of strengthening our legislative machinery. The committee is getting under way and feels that our first logical step is to seek information from the membership of the Congress. The help and suggestions of Members will be most valuable in this study.

We are not out on a fault-finding expedition, but rather to discover constructive ways to improve our work and to strengthen the institution of Congress. The interest and enthusiastic support of the country demonstrate that public interest is behind Congress in this effort.

There has been some misunderstanding of this study. We are not attempting a revision of our parliamentary procedures as they concern the passage of bills on the floors of the Congress. Rather it is to improve our facilities to deal with the problems involved in the bills; facilitating the study of proposed legislation; expediting and strengthening committee work; following up by standing committees a study of the laws and their administration after passage; securing access to independent factual information and statistics pertaining to legislative questions.

Your ideas on these and any other subjects related to this entire field of study will be most valuable. If you will favor us with your views, outlining changes and improvements you believe will help Congress better to meet its constitutional duties under the ever-increasing load of work, we will deeply appreciate it. We would like to have your testimony or statement on any ideas you have. If you will advise us of your willingness to appear or to submit a statement, it will be of great help to the committee.

The committee asks that you respond within 10 days, if possible, because our first report must be submitted by April 1.

Sincerely yours,

\_\_\_\_\_,  
*Chairman.*

\_\_\_\_\_,  
*Vice Chairman.*

## APPENDIX III

### SYNOPSIS OF SUGGESTIONS RECEIVED FROM MEMBERS OF CONGRESS

On March 5, 1945, the chairman and vice chairman addressed a letter to each Member of Congress, soliciting their suggestions of improvements in the organization and operation of Congress. There follows a digest of the replies received to date:

#### SUGGESTIONS BY SENATORS

1. BAILEY. Each Senator should have a first-class research secretary, a suitable set of bookcases for reports and hearings, a department clerk, and a library of standard works and Supreme Court decisions. Two days a week should be reserved for committee meetings and 3 days for Senate meetings. Printing of irrelevant matter in the Congressional Record should be banned.

2. BRIGGS. Require debate to be germane to question before the Chamber. Devise a better method of informing Senators when a vote is to be taken.
3. BUCK. Establish an Office of the Coordinator of Congressional Activities, with a Coordinator and Assistant Coordinator selected by the majority and minority leaders, respectively; and place the Legislative Reference Service, the legislative counsel, a joint document room and the House and Senate committee clerks under the Coordinator. Hold joint hearings on common problems. Condition Federal grants-in-aid to States on statements of need from governors.
4. FULBRIGHT. Advocated consolidation of committees and a well-organized group attached to the Senate to study and report on long-run problems, and a report and question period.
5. GURNEY. Reduce the number of committee assignments.
6. JOHNSON (Colorado). Suggested better staffing of standing committees, preferably joint staffs.
7. McCARRAN. Provide standing committees with adequate funds and abolish special and select committees.
8. MILLIKIN. Make a complete study of bill history to determine nature and volume of committee work. Study existing committee jurisdictions and procedure to determine logic of existing system and problem of expert assistance. Study problem of joint committees and joint hearings. Consider better coordination of sessions of Congress and committee hearings.
9. REED. Reduce the number of standing committees and equip the remainder with expert staffs.
10. SHIPSTEAD. Congress should have its own legal and economic research force under civil service. Committee clerks should be put on civil-service status and be paid enough to get competent persons. Reduce the number of committees and do away with all special committees. Adopt a contributory old-age-retirement plan for Members.
11. SMITH (New Jersey). Reduce the number of committees; consolidate the Senate Commerce and Interstate Commerce Committees; create a Joint Committee on the District of Columbia.
12. SALTONSTALL. Advocates the publication of a single bulletin, comparable to the Massachusetts Bulletin of Committee Work, showing the committees of Congress, their members, all bills filed and referred to the various committees, their subject matter, dates of hearing, committee recommendations, and final disposition.
13. TAYLOR. Delegate settlement of claims and District of Columbia government; improve acoustics of Senate Chamber, and interpret Senate proceedings to public via a public-relations man at a gallery microphone.
14. TUNNELL. Harder work on part of members of committees.

SUGGESTIONS BY REPRESENTATIVES

1. BARTLETT (Delegate from Alaska) and PIÑERO, Resident Commissioner from Puerto Rico). Give Delegates and Commissioners the right to vote in committees; permit a second Delegate and Commissioner from each Territory and Puerto Rico to sit in the Senate; and increase their staff allowances.
2. COCHRAN. Thinks we should have been empowered to report our recommendations in form of resolutions. (See also his testimony of March 13.)
3. DE LACY. Needs an assistant to handle "service" requests. Bill-drafting service should be expanded. Legislative Reference Service should be enlarged. Members should be allowed to deduct Washington expenses from income tax. Wants a long-distance telephone allowance and a higher air-mail allowance.
4. DOLLIVER. Refer settlement of private claims to Court of Claims.
5. HARE. Staffing of major committees in both Houses with qualified men. Let reporting committees pass on departmental rules and regulations before they become effective. Create an advisory commission of businessmen to furnish Congress reliable facts on post-war problems.
6. LANHAM. Suggests establishment of an Office of Fiscal Investigations, expert staffing of committees, and monthly executive committee sessions with administrative officers in charge of legislation emanating from committees.
7. MAY. There are too many committees; they ought to be consolidated. Would set up an efficient staff to investigate executive agencies. Staff the standing committees, also.
8. MILLER (Nebraska). Combine committees concerned with related problems, equip Congress with an independent staff, let Judiciary Committee review executive directives, limit witnesses before Rules Committee, and restrict freedom of conference committees to change laws.



9. PLOESER. Reduce the number of committees; avoid making them too large; both Appropriation Committees should be adequately staffed to obtain full knowledge of executive expenditures.

10. RICH. Favors joint sessions of Ways and Means and Appropriations, delegation of claims, consolidating of pension committees, reorganization of Library of Congress, adequate staffing of all committees, and more businesslike management of Members' offices.

11. ROBERTSON (Virginia). Recommends creation of a joint, bipartisan committee to study proposed international federation of the democracies, elimination of obsolete standing committees and consolidation of minor ones, abolition of select investigating committees, reduction of powers of committee chairmen, and coordination of taxation and appropriations committees.

12. SCRIVNER. Would refer departmental rules and regulations back to committees which handled original legislation for their approval or rejection.

13. STOCKMAN. Elect committee chairmen by secret ballot vote of all members of majority party; staff all committees with independent, unbiassed experts; let each member have an executive secretary at \$6,000; grant a travel allowance for one complete annual tour of the Member's district; extend the merit system of appointments; reorganize and reduce the committee system, providing for "twin committees" in both Chambers; adopt the question period; delegate the settlement of private claims to a Federal agency; lengthen House terms to 4 years and stagger them; and increase congressional salaries.

14. TABER. Research staff should be under control of House and Senate, not under Librarian or Comptroller General.

15. TRIMBLE. Let committees and the Houses meet on different days. Expand the Office of Legislative Counsel and provide Members with expert staffs.

16. WHITE (Idaho). Reorganize, strengthen, and streamline the House Appropriations Committee.

17. WIGGLESWORTH. Congress should spend from \$200,000 to \$300,000 a year for an adequate and competent staff. All reports and recommendations of the Comptroller General should be promptly considered, preferably by a special committee.

## APPENDIX IV

### RESOLUTIONS AND BILLS PROPOSING CHANGES IN LEGISLATIVE ORGANIZATION AND OPERATION INTRODUCED IN THE SEVENTY-SEVENTH CONGRESS

#### SENATE

S. Res. 30—Mr. Adams; January 8, 1941 (Rules).

Amends rule VIII so as to prohibit action by unanimous consent on bills in cases where a Senator has given written notice of his objection to their consideration.

S. Res. 50—Mr. Bilbo; January 23, 1941 (Rules).

Admits to the floor of the Senate female clerks to Senators and committees.

S. Res. 158—Mr. Guffey and Mr. White; August 25, 1941 (Audit and Control the Expenses of the Senate). (Passed.)

Authorizes the employment of a research assistant for each of the majority and minority leaders of the Senate.

S. Res. 293—Mr. Downey; September 25, 1942 (Military Affairs).

Provides for an investigation looking to the creation of greater unity and cooperation between Congress and the President in the prosecution of the war.

S. Res. 315—Mr. Pepper; November 23, 1942 (Rules).

Amends the so-called cloture rule of the Senate.

S. Con. Res. 42—Mr. Barkley; December 15, 1942. (Agreed to.)

Authorizes the presiding officers of the two Houses to sign enrolled bills and joint resolutions after sine die adjournment.

S. J. Res. 87—Mr. Davis; June 26, 1941 (Library).

Creates a joint congressional bipartisan committee to study post-war problems.

#### HOUSE

H. Res. 47—Mr. Nichols; January 8, 1941 (Rules).

Amends rules X and XI of the House of Representatives by establishing a standing Committee on Aviation.

- H. Res. 100—Mr. Maas; February 7, 1941 (Rules).  
Amends rules X and XI of the House of Representatives by establishing a standing Committee on Air Services.
- H. Res. 387—Mr. Rankin; December 12, 1941 (Rules).  
Amends clause 40, rule XI, of the Rules of the House of Representatives of the Seventy-seventh Congress to define the jurisdiction of the Committee on World War Veterans' Legislation.
- H. Res. 414—Mr. Hall; January 21, 1942 (Rules).  
Amends the discharge rule XXVII of the House of Representatives.
- H. Res. 513—Mr. Collins; June 29, 1942 (Rules).  
Providing for the amendment of rule X of the House of Representatives by establishing a standing Committee on National Defense.
- H. Res. 516—Mr. O'Brien (Michigan); July 6, 1942 (Rules).  
Amends rule XI, section 48, to require regular meeting dates for standing committees of the House of Representatives.
- H. Res. 579—Mr. Lesinski; December 2, 1942 (Rules).  
Amend clause 24 and clause 40, of rule XI, of the Rules of the House of Representatives of the Seventy-seventh Congress to define the jurisdiction of the Committee on Veterans' Affairs and the Committee on World War Veterans' Legislation.
- H. J. Res. 179—Mr. Voorhis (California); May 5, 1941 (Accounts).  
Establishes a legislative staff for the Congress.
- H. J. Res. 182—Mr. Tolan; May 7, 1941 (Expenditures in the Executive Departments).  
Authorizes executive departments to aid select and special committees of either House of the Congress.
- H. J. Res. 244—Mr. Maas; November 5, 1941 (Rules).  
Creates a Joint Committee on Priorities and Allocations.
- H. J. Res. 353—Mr. Dirksen; October 19, 1942 (Rules).  
Establishes a Joint Congressional Committee on Military and Naval Affairs and Appropriations.
- H. R. 984—Mr. Hill (Washington); January 3, 1941 (Accounts).  
Provides for the installation of an automatic machine for recording and counting votes in the House of Representatives.
- H. R. 4901—Mr. Keogh; May 28, 1941 (Accounts).  
Amends the act of March 2, 1929 (ch. 586, 45 Stat. 1542), by establishing the Office of Law Revision Counsel.
- H. R. 6667—Mr. Lanham; February 24, 1942 (Accounts).  
Establishes an Office of Fiscal Investigations as an agency of the House of Representatives.
- H. R. 7068—Mr. Keogh; May 11, 1942 (Accounts).  
Amends the act of March 2, 1929 (ch. 586, 45 Stat. 1542), by establishing the Office of Law Revision Counsel.
- H. R. 7842—Mr. Thom; December 3, 1942 (Judiciary).  
Provides that the heads of the executive departments may occupy seats on the floor of the Senate and the House of Representatives.

RESOLUTIONS AND BILLS PROPOSING CHANGES IN LEGISLATIVE ORGANIZATION AND OPERATION INTRODUCED IN THE SEVENTY-EIGHTH CONGRESS

SENATE

- S. Res. 22—Mr. Wiley; January 7, 1943 (Foreign Relations).  
Invites the President to join with the Senate in the creation of a Foreign Relations Advisory Council.
- S. Res. 154—Mr. Gillette; June 1, 1943 (Rules).  
Authorizes a study of the Standing Rules of the Senate with a view to their general revision.
- S. Res. 169—Mr. La Follette; July 5, 1943 (Rules).  
Revises the standing committees of the Senate and defines their jurisdiction.
- S. Con. Res. 23—Mr. Maloney; November 9, 1943 (Rules).  
Establishes a Joint Committee on the Organization of the Congress.
- S. Con. Res. 32—Mr. Andrews; January 28, 1944 (Rules).  
Provides for a joint rule of the House and Senate relative to the subject matter of bills and joint resolutions and manner of revising or amending statutes.



S. Con. Res. 47—Mr. Barkley; June 23, 1944. (Agreed to.)

Authorizes the presiding officers of the two Houses to sign enrolled bills and joint resolutions after adjournment.

S. J. Res. 22—Mr. Pepper; January 18, 1943 (Education and Labor).

Appoints a joint committee of the Congress to make a study of war and post-war problems.

S. J. Res. 60—Mr. La Follette; May 17, 1943 (Foreign Relations).

Establishes a committee to provide for the formation of a Pan-American Legislative Union.

S. J. Res. 145—Mr. Pepper; August 15, 1944 (Rules).

Authorizes the broadcasting of the proceedings of the Senate and the House of Representatives.

S. 764—Mr. Tydings; February 25, 1943 (Appropriations).

Establishes a joint committee of Congress to conduct studies, make analyses of, and evaluate requests for, appropriations.

S. 1556—Mr. Bone; November 30, 1943 (Expenditures in the Executive Departments).

Relates to the assignment of personnel from the executive branch of the Government to congressional committees in connection with certain investigations.

S. 1730—Mr. George and Mr. Murray; February 22, 1944 (Military Affairs).

Creates an Office of Demobilization, establishes general policies for the operation of that Office, provides for the settlement of claims arising from terminated war contracts, provides for the disposal of surplus Government property, etc. Includes section on surveillance by Congress.

#### HOUSE

H. Res. 19—Mr. Dirksen; January 6, 1943 (Rules).

Creates the Select Committee on Congressional Reorganization.

H. Res. 22—Mr. Ludlow; January 6, 1943 (Rules).

Creates a Committee on Fiscal Planning.

H. Res. 27—Mr. Voorhis (California); January 6, 1943 (Rules).

Provides for continuing review of the work of executive agencies by standing committees of the House.

H. Res. 60—Mr. Voorhis (California); January 19, 1943 (Rules).

Provides for continuing review of the work of executive agencies by standing committees of the House.

H. Res. 126—Mr. Rankin; February 19, 1943 (Rules).

Relates to reporting debates as heard on the floor of the House.

H. Res. 325—Mr. Jensen; October 19, 1943 (Rules).

Provides examiners and other personnel necessary for the acquisition of adequate information for the use of the subcommittees of the Committee on Appropriations.

H. Res. 327—Mr. Kefauver; October 19, 1943 (Rules).

Amends the Rules of the House to provide for a question period at which heads of executive departments and independent agencies are requested to appear and answer questions.

H. Res. 354—Mr. Wickersham; November 10, 1943 (Rules).

Grants the subpoena power to the Committee on Agriculture.

H. Res. 358—Mr. Lanham; November 18, 1943 (Accounts).

Establishes an Office of Fiscal Investigations as an agency of the House of Representatives.

H. Res. 365—Mr. Phillips; November 24, 1943 (Rules).

Amends rule XI of the Rules of the House so as to grant to standing committees the power of subpoena.

H. Res. 410—Mr. Rankin; January 24, 1944 (Rules).

Amends the Rules of the House of Representatives to define jurisdiction of Committee on World War Veterans' Legislation.

H. Con. Res. 8—Mr. Dirksen; January 19, 1943 (Rules).

Establishes a Joint Congressional Committee on Economy and Efficiency, and for other purposes.

H. Con. Res. 54—Mr. Monroney; November 9, 1943 (Rules).

Creates a joint committee for the purpose of studying means for improving the organization and effectiveness of Congress.

H. J. Res. 10—Mr. Dirksen, January 6, 1943 (Rules).

Establishes a Joint Congressional Committee on Military and Naval Affairs and Appropriations.

- H. J. Res. 53—Mr. Burdick; January 14, 1943 (Rules).  
Establishes a joint committee of the Senate and House to formulate social-security legislation.
- H. J. Res. 57—Mr. Dirksen; January 18, 1943 (Library).  
Provides additional research personnel for the committees of Congress.
- H. J. Res. 66—Mr. Dirksen; January 25, 1943 (Rules).  
Establishes the Joint Committee on Administrative Review.
- H. J. Res. 116—Mr. Elmer; April 17, 1943 (Rules).  
Provides for a more coordinated effort in developing a sound economy to meet the requirements of war and peace and to promote the general welfare. Creates a special joint bipartisan committee.
- H. J. Res. 173—Mr. Pittenger; October 18, 1943 (Rules).  
Establishes joint congressional committees to obtain complete information with respect to the functioning of the executive departments and independent agencies of the Government.
- H. J. Res. 309—Mr. Hare; September 13, 1944 (Accounts).  
Provides for the appointment of expert employees to assist major standing committees of the Senate and House of Representatives.
- H. J. Res. 311—Mr. Coffee; September 19, 1944 (Rules).  
Authorizes the broadcasting of the proceedings of Congress.
- H. R. 78—Mr. Keogh; January 6, 1943 (Accounts).  
Creates the Office of Law Revision Counsel in the House.
- H. R. 83—Mr. Lanham; January 6, 1943 (Accounts).  
Establishes an Office of Fiscal Investigations as an agency of the House of Representatives.
- H. R. 1479—Mr. Kefauver; January 25, 1943 (Judiciary).  
Provides that the heads of the executive departments may occupy seats on the floor of the Senate and the House of Representatives.
- H. R. 2468—Mr. Cochran; April 12, 1943 (Accounts).  
Authorizes the assignment of personnel from departments or agencies in the executive branch of the Government to certain investigating committees of the Senate and House.
- H. R. 2499—Mr. Hoffman; April 15, 1943 (Judiciary).  
Aids in the preservation of freedom of speech and of the press. Provides for conferences between Congress and executive officials.
- H. R. 4252—Mr. Rees (Kansas); February 23, 1944 (Accounts).  
Creates a Congressional Bureau of Efficiency.
- H. R. 4392—Mr. Kefauver; March 13, 1944 (Judiciary).  
Creates an Office of Demobilization, establishes general policies for the operation of that Office, provides for the settlement of claims arising from terminated war contracts, prescribes the jurisdiction of courts in connection therewith, etc. Contains a section on surveillance by Congress.
- H. R. 5227—Mr. Dingell; August 22, 1944 (Ways and Means).  
Amends the Social Security Act, as amended, to provide a national program for war mobilization and reconversion, and for other purposes. Creates a Special Joint Committee on Post-War Adjustment.
- H. R. 5485—Mr. Smith (Virginia); November 20, 1944 (Rules).  
Creates a Joint Legislative Staff Service for the Congress; a Joint Committee on Appropriations; a Joint Committee on Executive Agencies and Procedures; a Joint Committee on the Organization of Congress; and for other purposes.
- H. R. 5486—Mr. Voorhis (California); November 20, 1944 (Rules).  
Creates a Joint Legislative Staff Service for the Congress; a Joint Committee on Appropriations; a Joint Committee on Executive Agencies and Procedures; a Joint Committee on the Organization of Congress; and for other purposes.

RESOLUTIONS AND BILLS PROPOSING CHANGES IN LEGISLATIVE ORGANIZATION AND OPERATION INTRODUCED IN THE SEVENTY-NINTH CONGRESS TO MARCH 4, 1945

SENATE

- S. Res. 7—Mr. Fulbright; January 6, 1945 (Rules).  
Provides for a "report and question period."
- S. Res. 12—Mr. Vandenberg; January 6, 1945 (Rules).  
Adds a new standing rule relative to rivers and harbor projects.
- S. Res. 19—Mr. McCarran; January 6, 1945 (Rules).  
Authorizes establishment of a standing Committee on Civil Aviation and Aeronautics.



- S. Res. 30—Mr. Barkley; January 10, 1945. (Agreed to.)  
Amends standing rules to provide for the appointment of 33 standing committees.
- S. Res. 40—Mr. McCarran; January 22, 1945 (Rules).  
Amends standing rules of Senate by authorizing standing committees to make investigations and conduct studies within their jurisdiction. Designed to obviate the need of establishing select or special committees.
- S. Res. 77—Mr. Wherry; February 15, 1945 (Audit and Control Contingent Expenses of the Senate).  
Relates to payments from the contingent fund of the Senate in connection with inquiries and investigations.
- S. Con. Res. 7—Mr. Barkley (for Mr. Maloney); January 11, 1945 (Rules).  
Establishes a Joint Committee on the Organization of Congress.
- S. Con. Res. 10—Mr. Andrews; February 15, 1945 (Rules).  
Establishes joint rules confining every bill and resolution to one subject, and requiring reenactment and publication of amended or revised laws.
- S. J. Res. 2—Mr. La Follette; January 6, 1945 (Foreign Relations).  
Establishes a committee to provide for the formation of a Pan-American Legislative Union.
- S. 380—Mr. Murray et al; January 22, 1945 (Banking and Currency).  
Creates a Joint Committee on the National Budget as part of a full-employment policy and program.
- S. 469—Mr. Byrd; February 5, 1945 (Banking and Currency).  
Provides for the financial control of Government corporations.

## HOUSE

- H. Res. 19—Mr. Lesinski; January 3, 1945 (Rules).  
Amends the rules to define the jurisdiction of the Committee on Veterans' Affairs and the Committee on World War Veterans' Legislation.
- H. Res. 24—Mr. Patman; January 3, 1945 (Rules).  
Creates a Select Committee on Small Business and defines its powers and duties.
- H. Res. 31—Mr. Kefauver; January 3, 1945 (Rules).  
Amends the Rules of the House to provide for a report and question period at which heads of departments, agencies, and independent establishments in the executive branch of the Government are requested to appear and answer questions.
- H. Res. 33—Mr. Ludlow; January 3, 1945 (Rules).  
Creates a Committee on Fiscal Planning.
- H. Res. 34—Mr. Randolph; January 3, 1945 (Rules).  
Amends rules X and XI of the House of Representatives by establishing a standing Committee on Aviation.
- H. Res. 55—Mr. Woodrum (Virginia); January 18, 1945 (agreed to).  
Establishes a Select Committee on Post-War Military Policy.
- H. Res. 61—Mr. Lanham; January 8, 1945 (Accounts).  
Establishes an Office of Fiscal Investigations as an agency of the House of Representatives.
- H. Res. 64—Mr. Patman; January 8, 1945 (Rules).  
Creates a Select Committee on Small Business of the House and defines its powers and duties.
- H. Res. 65—Mr. Phillips; January 8, 1945 (Rules).  
Amends rule XI of the Rules of the House so as to grant to standing committees the power of subpoena.
- H. Res. 91—Mr. Rankin; January 16, 1945 (Rules).  
Amends clause 40, rule XI, of the Rules by defining the jurisdiction of the Committee on World War Veterans' Legislation.
- H. Res. 98—Mr. Sumners (Texas); January 18, 1945 (Rules).  
Amends rule III of the House with respect to the duties of the Clerk of the House.
- H. Con. Res. 5—Mr. Dirksen; January 3, 1945 (Rules).  
Establishes a Joint Congressional Committee on Economy and Efficiency, and for other purposes.
- H. Con. Res. 17—Mr. Cunningham; January 9, 1945 (Rules).  
Establishes a joint committee to investigate Federal Government competition with private business.
- H. Con. Res. 18—January 22, 1945 (passed).  
Establishes a Joint Committee on the Organization of the Congress.



- H. J. Res. 4—Mr. Celler; January 3, 1945 (Rules).  
Creates a Committee on Federal and State Relations.
- H. J. Res. 6—Mr. Dirksen; January 3, 1945 (Library).  
Provides additional research personnel for the committees of Congress.
- H. J. Res. 64—Mr. Sumners (Texas); January 8, 1945 (Rules).  
Creates a joint committee from the Senate and House to investigate and report as to how the Federal Government may get relief from the overburden of its governmental responsibility.
- H. J. Res. 89—Mr. Coffee; January 29, 1945 (Rules).  
Authorizes the broadcasting of the proceedings of Congress.
- H. R. 397—Mr. Dirksen; January 3, 1945 (Judiciary).  
Creates a Commission on Congressional Salaries.
- H. R. 399—Mr. Dirksen; January 3, 1945 (Accounts).  
Creates a Joint Legislative Staff Service for the Congress.
- H. R. 471—Mr. Keogh; January 3, 1945 (Accounts).  
Creates the Office of Law Revision Counsel in the House.
- H. R. 588—Mr. Smith (Virginia); January 3, 1945 (Rules).  
Creates a Joint Legislative Staff Service for the Congress; a Joint Committee on Appropriations; a Joint Committee on Executive Agencies and Procedures; a Joint Committee on the Organization of Congress; etc.
- H. R. 628—Mr. Voorhis (California); January 3, 1945 (Rules).  
Provides a Joint Legislative Staff Service for the Congress and for appropriate continuous review by committees of the Congress of the exercise by executive agencies of powers granted by the Congress and the carrying out of the intent of Congress as expressed in legislative enactment.
- H. R. 1834—Mr. Hook; January 29, 1945 (Rules).  
Prescribes the procedures of legislative investigating committees and protects the rights of parties under investigation by such committees.
- H. R. 2202—Mr. Patman; February 15, 1945 (Expenditures in Executive Departments).  
Establishes a national policy and program for assuring continuing full employment in a free competitive economy, through the concerted efforts of industry, agriculture, labor, State and local governments, and the Federal Government. Includes provision for a Joint Committee on the National Budget. Identical with S. 380.

## APPENDIX V

### JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

SUMMARY OF HEARINGS, MARCH 13, 1945

The Joint Committee on the Organization of Congress opened its hearings today. The following members of the committee were present: Senators La Follette, chairman, Pepper, Thomas, and White; and Representatives Monroney, vice chairman, Cox, Lane, and Plumley.

Senator La Follette opened the hearings with a statement sketching the background of the committee's inquiry, the development of congressional interest in self-improvement, and evidence of public interest in legislative reform. "Congress has recognized the challenge," he said, "by creating this joint committee to make a full and complete study and recommendations for improvement." The chairman paid high tribute to the late Senator Maloney, coauthor of the resolution under which the joint committee is operating, and lamented his untimely death. Senator La Follette went on to describe the committee's plan of action, stating that it has begun its inquiry with a survey of congressional opinion upon methods for strengthening the Congress. "Later on," he said, "the committee will hear other interested groups and individuals."

Senator McCarran, of Nevada, chairman of the Senate Committee on the Judiciary, was the first witness. Senator McCarran invited the committee's attention to the resolution (S. Res. 40) which he introduced on January 22, empowering the standing committees of the Senate to make investigations and conduct studies of matters within their jurisdiction. "This resolution aims," he said, "to obviate the necessity of setting up special investigating committees to study matters already within the jurisdiction of the existing standing committees." Senator McCarran voiced his objection to the censorship exercised over the expenditures of the standing committees of the Senate by the Committee on Audit and Control.

As an example of the crippling effect of such control, he pointed to the inability of the Judiciary Committee, because of lack of adequate funds, to make the study authorized by the Shipstead resolution of the operation of executive agencies.

Representative John J. Cochran (Missouri), chairman of the House Committee on Accounts, was the second witness. Mr. Cochran expressed regret at the limitations imposed upon the joint committee in section 2 of its authorizing resolution. He thought that the committee should have been given power to recommend legislation directly to both Houses, pointing out that the Committee on Rules could veto any or all recommendations ultimately made by the joint committee. Mr. Cochran welcomed the creation of this committee and expressed the hope that it would make a comprehensive study and not merely confine its recommendations to increased compensation for congressional personnel.

The main points made by Mr. Cochran were as follows: The Office of Legislative Counsel should be strengthened; Congress should be equipped with adequate research facilities to serve all its committees and members; an Investigation Division should be established in the General Accounting Office to make special studies for standing committees. As a first step in this direction, he pointed out that the Independent Offices Appropriation Act provides \$65,000 for this purpose. Mr. Cochran observed that the House of Representatives has already authorized several special investigating committees in the Seventy-ninth Congress; he expressed his objection to this device, feeling with Senator McCarran that investigations should be made by the standing committees, with the assistance of the General Accounting Office. The Congressman also expressed himself as favoring the device of joint committees with joint staffs like the Joint Committee on Internal Revenue Taxation.

Mr. Cochran thought that the number of standing committees in the House might well be reduced to not more than 20 by dropping the inactive committees and consolidating those with overlapping jurisdictions. He gave several examples of possible committee consolidations.

Mr. Cochran also deplored the frequent turn-over among committee clerks every time a change in chairmanship occurred. These clerical positions, he felt, should be career jobs and the standing committees should be restaffed with qualified nonpartisan personnel. He gave the House Committee on Expenditures in the Executive Departments as an example of a committee which lacks a staff adequate to perform its functions.

There ensued a general round table discussion among the members of the joint committee present, with special reference to the problem of adequate staffing, the resources and needs of the Legislative Reference Service in the Library of Congress, the use of exclusive committees in the House, the scope of the study to be made, and related matters.

#### SUMMARY OF HEARINGS, MARCH 15, 1945

The Joint Committee on the Organization of Congress continued its hearings today, pursuant to House Concurrent Resolution 18. The following members of the committee were present: Senator La Follette and Representatives Monroney, Cox, Lane, and Michener.

Congressman Voorhis of California, was the first witness. Mr. Voorhis opened his statement by stressing the vital importance of the decisions facing Congress on post-war foreign and domestic problems. In order to meet these tasks effectively, he argued, Congress must be better organized and equipped than it now is. There is widespread public interest in and support for changes in legislative organization and operation designed to strengthen the Congress, he said.

Representative Voorhis submitted to the committee a series of specific suggestions under the following headings:

1. *Staffing.*—Both the individual members, the committees, and Congress as a whole, he said, should be adequately staffed. Individual members should be provided with administrative assistants at perhaps \$7,500 a year to assist them in their office and departmental work and they should be also furnished with more technical assistants. Likewise, the supervisory and legislative committees of both chambers should be equipped, according to Representative Voorhis, with their own qualified, expert staffs. These committees now receive much valuable information from departmental experts, he admitted, as well as from representatives of special-interest groups, but such advice often amounts to special pleading, or is ex parte in character. He felt that Congress ought not to rely solely on interested agencies and private groups for guidance, but that it should equip itself with independent sources of reliable information. He paid tribute to the services rendered by the Legislative Reference Service in the Library of Congress,



which is handicapped, he said, by low salary levels and should be strengthened. The Legislative Reference Service was described as a fact-finding, not a policy-recommending agency. In support of his recommendation under this heading, Mr. Voorhis invited the committee's attention to two bills recently introduced by him: H. R. 5486 (78th Cong.) and H. R. 628 (79th Cong.) which would create a joint legislative staff service for the Congress, etc. In comments at this point, Mr. Michener raised the question of the danger of patronage appointments to the legislative staff and Mr. Monroney suggested that the committees have both majority and minority staff aids.

2. *Committee structure.*—Representative Voorhis advocated simplification of the committee structure of Congress through the process of consolidation. However, some committees, he felt, have too much to do and should be subdivided. Here he suggested that the Ways and Means Committee might well confine itself to taxation and be relieved of jurisdiction of legislation pertaining to social security. The seniority rule on committee chairmanships, he felt, is not always satisfactory, but he had no substitute to suggest.

3. *Leadership.*—In order to furnish the Congress with that unity of command which it now lacks, Representative Voorhis proposed the establishment of Majority and Minority Policy Committees, to be composed of the chairman and ranking minority members, respectively, of the major committees, and to be assigned the responsibility of taking an over-all view of national policies and coordinating the legislative program. In at least one field, he pointed out, Congress has already moved in this direction by setting up special Senate and House Committees on Post-War Economic Policy and Planning. The speaker deprecated the practice of embodying legislation in appropriation bills and the tendency of legislative committees to give the right-of-way to legislation originating in the departments and to subordinate private member bills. In this connection, Mr. Monroney suggested the designation of a docket day, at regular intervals, when committees would give exclusive consideration to private member bills.

4. *Functional group representation.*—Mr. Voorhis also proposed the creation of a National Advisory Council, representing the various organized economic and social groups in the country as an advisory adjunct to the Congress. He cited the National Planning Association as an example of such a representative organization in the nongovernmental field.

5. *Safeguarding delegated powers.*—Here the Congressman discussed the complex problem of administrative legislation, referring to the issuance of rules and regulations by administrative agencies under acts delegating powers to them. He felt that these acts should be more carefully drawn and that the standing committees of Congress should be staffed so that they could continuously review the exercise by executive agencies of powers granted by the Congress, as well as determine the extent to which the intent of Congress was being carried out in the administration of law. H. R. 628 of the Seventy-ninth Congress embodies this recommendation.

Representative Jennings Randolph, of West Virginia, chairman of the House District of Columbia Committee, was the second witness. Mr. Randolph made two main suggestions: first, that a Joint Committee on the District of Columbia be established as a measure of economy and efficiency; and, second, that the rules of the House of Representatives be amended to provide for the establishment of a new standing Committee on Aviation in order to handle more expeditiously the growing volume of legislative business in this field of transportation.

In response to a suggestion that it might be even better to grant self-government to the District of Columbia and so relieve the Congress of the task of a common council, Mr. Randolph expressed himself in favor of granting the suffrage to residents of the District, as proposed in the Capper-Sumners resolution, but he anticipated no major change in local government here in the calculable future. The District Committee, he stated, met weekly before the war, but only twice a month, on the average, during the Seventy-eighth Congress. It has, however, a number of active subcommittees.

Mr. Randolph agreed with the earlier testimony of Mr. Cochran, that many committees should be merged, but he felt that the heavy legislative burdens of the Committee on Interstate and Foreign Commerce, which now handles aviation, together with the magnitude of this new form of transportation justified the establishment of a new standing Committee on Aviation.

#### SUMMARY OF HEARINGS, MARCH 16, 1945

The Joint Committee on the Organization of Congress continued its hearings today pursuant to House Concurrent Resolution 18. The following members of the committee were present: Senators La Follette, Thomas and Pepper and Representatives Monroney, Michener, and Plumley.

Senator Downey, of California, was the first witness. Senator Downey opened his statement by emphasizing the growing congestion of legislative business and the prospect of its further increase, the heavy burden of work imposed upon Senators from all States, large and small, and upon their overworked office staffs. His office receives 300 letters a day on the average, and perforce gives priority to State business, leaving little or no time for the study of legislative problems. The Mexican Water Treaty, for example, required weeks of study to understand, but only three Senators on the average among the members of the Committee on Foreign Relations had been able to attend the hearings on it. Congress must be strengthened and made more efficient, he said, if it is to cope with the expanding volume of its business and to check bureaucratic power.

Senator Downey's specific proposals are summarized as follows:

1. Every State delegation should have a corps of executive assistants at \$7,500 per year to assist its members in handling State and local matters. In addition, each Senator should have one executive assistant for the same purpose. These men should have had at least 6 years' experience in Washington; they might well be trained for their duties, and some safeguard should be devised against patronage appointments.

2. The number of Senators on the major committees and the number of committee assignments should be reduced. Committee meetings now conflict and thus it is difficult to assemble a quorum of the members.

3. The practice of interrupting debate on pending bills by speeches on extraneous subjects should be corrected by setting aside the period from 10 to 12 a. m. for such speeches, which would be broadcast and announced in advance, under arrangements for a fair division of the time between the majority and minority.

4. While the Senator's present office help was adequate to handle his State work, if he were practicing law on a similar scale, he would require three executive assistants and two technicians, preferably young men between 30 and 40 years of age. With such help Senators could give more valuable service to the Nation.

In conclusion, Senator Downey wished the committee success in its study upon the outcome of which he felt the survival of democratic government in the United States might well depend. Under existing conditions, he said, most important legislation originates in the executive departments, while Congress can only investigate and veto. Our National Legislature must be fortified in order to offset the expansion of executive power.

Representative Kefauver of Tennessee was the second witness. Mr. Kefauver expressed his gratification at the establishment of the joint committee and offered a series of specific suggestions under the following headings:

*Methods of reducing the legislative load.*

1. Set up an autonomous government for the District of Columbia and adopt the provisional order system for reviewing its acts.

2. Refer the settlement of private claims to the Court of Claims or to the district courts, a method by which claimants would receive more equitable treatment than they now do.

3. Enlarge the number of departmental offices in the Capitol such as those maintained now by the War Production Board and the War and Navy Departments, locate these offices next door to the rooms of the committees having jurisdiction over them, and place these offices in charge of responsible officials from the departments. This would save much leg work, promote closer cooperation between the legislative and executive branches, and facilitate committee work.

4. In establishing new administrative agencies, follow the Tennessee Valley Authority plan of handling matters affecting constituents.

5. Relieve Members of Congress of patronage problems in which there is usually more grief than political benefit. Mr. Monroney observed that in England there is a law against seeking political influence in appointments to administrative positions.

*Committee reorganization.*

1. Reduce the number of standing committees and define their jurisdiction in the rules. Give displaced members places on the consolidated committees and let the majority members choose the new chairman from among the former chairmen of the merged committees.

2. Set up twin committee systems in both Chambers and correlate them with the executive departments.

3. Modify the seniority rule, which works well in 75 percent of the cases, by having committee chairmen elected by secret ballot at the start of each session, a



majority or two-thirds of the majority party members of the committee being required to elect, and let the chairmen so elected serve throughout the current Congress.

*Committee staffing.*

1. Committee clerkships should be career jobs and should be filled without regard to political affiliation, solely on merit, according to standards prescribed in the classification system. Such appointments would be made by a committee of five, of whom two should be named by the Speaker, two by the minority leader, and one by the chairman of the committee concerned. The clerks thus elected would become experts in their work and would serve the entire committee.

*Staffing of members.*

1. Members of Congress should have an administrative assistant if they need them. The volume of business varies from office to office; some Members now have adequate help, while others are understaffed.

2. Establish a pool of experts in the Legislative Reference Service on all important public problems and make them available to those Members who need such assistance.

3. Strengthen the office of legislative counsel, the services of which are seldom available to individual members since the office is preoccupied with committee work. Increase the staff of the office to 10 or 12 lawyers in each House, and have them attach to bills they draft memoranda explaining the purpose and substance thereof. While departmental suggestions on legislation are welcomed, bills in their final form should be drawn up by Congress itself.

*Methods of improving liaison between Congress and the Executive.*

1. Establish majority and minority policy committees in each Chamber.

2. Adopt the resolutions for a "report and question period" introduced in the House and Senate by Mr. Kefauver and Mr. Fulbright (H. Res. 31 and S. Res. 8). This innovation could be introduced either by amending the standing rules or by a bill. Mr. Kefauver described how this plan would work in the House and the advantages he thought it would yield: It would focus public attention on the House; inform its Members regarding the conduct of the Executive; and provide a check on administrative action. Joint sessions of Congress could be held to avoid separate question hours in each House, the proceedings of which would be broadcast. The Congressman had observed the operation of the question hour in the House of Commons on a recent visit to England where he found that the practice was not abused. Steps toward bringing Congress and the Executive face to face on a more limited scale were seen in the monthly meetings of the House Committee on Public Buildings and Grounds with the National Housing Administrator and his aides, as well as the informal meetings of the 79 Club in the House which have been addressed by top-flight Government officials.

3. Broadcast the proceedings of Congress as Senator Pepper has proposed in his resolution (S. J. Res. 145, 78th Cong.). Such broadcasts would be designed to improve public understanding and appreciation of Congress. Senator Pepper felt that the entire proceedings should be broadcast, leaving it to the radio audience to listen or not, according to their interests. Mr. Kefauver felt it would be better, at the beginning at least, to broadcast only the more significant debates. There would be little public interest, he said, in quorum calls and the transaction of routine business.

SUMMARY OF HEARINGS, MARCH 19, 1945

The Joint Committee on the Organization of Congress continued its hearings today pursuant to H. Con. Res. 18. The following members of the committee were present: Senators La Follette, Brooks, and Pepper, and Representatives Monroney, Cox, Michener, and Plumley.

Congressman Wadsworth, of New York, was the first witness. Confining his testimony to the committee system in the House of Representatives, Mr. Wadsworth said it had "grown like Topsy," in a planless manner, since the early days of the Republic, with the result that legislative matters are today scattered over some 48 committees, of which not more than 15 are important. The other committees rarely meet, he said, but have been continued to provide perquisites for their chairmen and assignments for new Members. New Members come to Washington with fresh enthusiasm, hoping to play a useful part in the legislative process, but their enthusiasm is soon dampened by assignments to unimportant

committees. In order to correct these conditions, Mr. Wadsworth recommended a sweeping reorganization of the committee system in the House. He proposed to reduce the number of standing committees in that chamber from 48 to 16, as follows:

- Committee on Agriculture: Absorb Irrigation and Reclamation.
- Committee on Appropriations: Absorb Expenditures in the Executive Departments.
- Committee on Banking and Currency: Absorb Coinage, Weights, and Measures.
- Committee on Civil Services: Absorb Census, Civil Service, Post Offices and Post Roads, District of Columbia.
- Committee on Public Works: Absorb Flood Control, Public Buildings and Grounds, Rivers and Harbors, and Roads.
- Committee on Interstate and Foreign Commerce: No change.
- Committee on the Judiciary: Absorb Patents, and Revision of the Laws.
- Committee on Foreign Affairs: Absorb Immigration and Naturalization, and Insular Affairs.
- Committee on Labor: Absorb Education.
- Committee on the Merchant Marine and Fisheries: No change.
- Committee on the Armed Services: Absorb Military Affairs, and Naval Affairs.
- Committee on Veterans Affairs: Absorb Pensions, Invalid Pensions, World War Veterans' Legislation.
- Committee on Public Lands: Absorb Territories, Mines and Mining, Indian Affairs.
- Committee on Ways and Means: No change.
- Committee on Rules: No change.
- Committee on House Administration: A new committee. Should manage the routine affairs of the House of Representatives. Absorb the Committee on Accounts, Committee on the Disposition of Executive Papers, Committee on Enrolled Bills, Committee on the Library, Committee on Memorials, Committee on Printing, Committee on Election of President and Vice President; Committees on Elections Nos. 1, 2 and 3.

Representative Wadsworth also urged that a law be enacted providing for the handling of all claims against the Government by a specially created court or by the present Court of Claims and thus relieve the Congress of passing upon claim bills. This would result in the abolition of the Committee on Claims and the Committee on War Claims.

Special investigating committees are created, according to Mr. Wadsworth, because the standing committees lack jurisdiction of the matters to be investigated. He proposed to give the 16 major standing committees comprehensive jurisdiction over all public problems. In response to an inquiry from Mr. Michener whether standing committees should have the power of subpoena, Mr. Wadsworth thought it should be left to the House itself to determine upon committee request. Senator La Follette pointed out that this power is given all Senate committees at the start of each session.

Representative Wadsworth also advocated better staffing of the streamlined standing committees, which would have 25 members each, on the average. By keeping the Appropriations Committee at its present size (43) every Member of the House would thus have an important committee assignment.

Representative Herter, of Massachusetts, was the second witness. Mr. Herter confined his testimony, for the most part, to a description of legislative procedure in Massachusetts, where he had been speaker of the house, with the thought that some features of the Massachusetts legislative practice might be worth congressional emulation. In that State the legislature, which first functioned as a court, still maintains the right of free petition and does not adjourn until all pending petitions for the redress of grievances have been acted upon. The text of and amendments to all bills are reviewed by competent legal authority at the third reading stage before enactment. Under its procedure the Massachusetts Legislature is able to dispose of an enormous volume of business. Mr. Herter attributed this fact to its use of the following devices:

1. *Time limit on bill filing.*—In Massachusetts all bills must be filed within 3 weeks of the opening of the session. Exceptions are permitted in the case of messages from the Governor, certain departmental bills, and with the consent of the rules committee. With most legislation thus introduced early in the session, committees can plan their agenda. Public hearings are required on all bills. Mr. Herter advocated congressional adoption of a similar time limit on bill filing and also the setting aside of a "docket day," when committees would give exclusive consideration to private member bills, a device which would, he thought, reduce the objections to the seniority custom.



2. *Appeal from committee decisions.*—In Massachusetts every bill has to be reported on by the committee to which referred. If one-third of the members of a committee so desire, a bill must be put upon the calendar for a vote. Adverse committee reports are usually acquiesced in by the house. Mr. Herter suggested that this form of appeal from adverse committee decisions would be less cumbersome than our method of discharge petitions.

3. *Powers of the Rules Committee.*—Mr. Herter suggested that the Committee on Rules should not have the power of deciding which committee reports may be considered by the whole House, but should be confined merely to determining the order of their consideration. The Rules Committee, he felt, ought not to be permitted to prevent the submission of favorable committee reports to the whole House.

4. *Joint committees and joint hearings.*—The tendency in the Massachusetts House is to use joint committees and to hold joint hearings on common problems. This is done in the case of taxation and appropriation matters. This procedure saves the time of witnesses, results in a single set of hearings, and speeds up the legislative process.

5. *Powers of conferees.*—Mr. Herter would restrict the powers of conferees to the consideration of only those parts of pending measures with respect to which there is disagreement between the Chambers. Conference committees ought not to be able, he argued, to strike out sections that have passed both Houses or completely to rewrite bills in conference.

6. *Legal language.*—Mr. Herter thought that the language of the law is often too technical and confusing. He gave as an example the Merchant Marine Act of 1936, which he said was a hodgepodge of draftsmanship. To correct this condition he suggested following the Massachusetts practice under which pending legislation must be clarified by the office of legislative counsel before its final passage.

7. *Handling fiscal affairs.*—Here the Massachusetts practice under the executive budget is to present a consolidated balance sheet giving an over-all picture of anticipated receipts and expenditures. Members and committees proposing appropriations in excess of the budget are required to specify the source of the funds from which the proposed expenditure is to be defrayed. In the financial operation of Congress, on the other hand, there is no fiscal pattern and appropriations are made in a vacuum. Mr. Herter commended the Massachusetts practice to Congress in this respect.

He also suggested that the conduct of business on the floor of the House be more closely supervised by the Speaker so as to eliminate discussion irrelevant to the matter in hand.

In response to a query about broadcasting the proceedings of Congress, Mr. Herter was doubtful of its wisdom. The radio networks could not give complete coverage to all proceedings of both Houses, which usually meet at the same time, which raises the problem as to which parts of the proceedings would be put on the air.

#### SUMMARY OF HEARINGS, MARCH 22, 1945

The Joint Committee on the Organization of Congress continued its hearings today pursuant to H. Con. Res. 18. Vice Chairman Monroney presided and Representatives Cox, Lane, Michener, and Plumley were present.

Representative LaFollette, of Indiana, was the first witness. Mr. LaFollette presented the viewpoint of the individual Congressman on the question of staff assistance. He argued that not only the committees of Congress but also the individual Members, need independent, unbiased, and qualified research help. Under existing conditions, he said, bills introduced by Members are often handed them by representatives of private organizations and the Member has no means of making adequate study of the underlying problems. All bills introduced should be accompanied, he suggested, by supporting briefs. Legislative staff personnel, he believed, should engage not merely in fact-finding but should also make critical analyses of timely public problems and advise Members on questions of policy. They should also be appointed on a civil-service basis without reference to political affiliations, and solely on the basis of fitness to perform their duties.

Mr. LaFollette also urged that the House should have an opportunity to vote on all committee reports, including adverse ones, which is the practice in Indiana, Vermont, and other States. As it is, Mr. Plumley pointed out, committees customarily refer bills to the departments concerned and are often guided by their wishes in disposing of them. A discussion ensued of the discharge petition procedure under which few laws have been enacted.

In general, Representative LaFollette felt that Congress has two main tasks: to improve the quality of its work, and to make it more responsive to the democratic process.

Senator Fulbright, of Arkansas, was the second witness. Senator Fulbright concentrated his remarks upon the need of promoting better teamwork between the legislative and executive branches of the National Government. The system of separated powers worked well enough under the simple conditions of an earlier day, he said, but under modern conditions it gives rise to dangerous deadlocks which may jeopardize world peace and domestic prosperity after the war. During 27 out of the 79 Congresses to date, the executive branch and one or both Houses of the National Legislature had been controlled by opposite political parties, creating serious deadlocks. The positive role of the state in the modern world now makes it essential that we devise means for bridging the gap between Congress and the President. The basic problem, as the Senator put it, is one of combining a strong executive with the maintenance of legislative supremacy.

In order to satisfy these requirements, Senator Fulbright submitted two suggestions: (1) Adoption of a "report-and-question period" (S. Res. 7) as a means of bringing Congress and the administration face to face and strengthening legislative control; and (2) the establishment of a Joint Executive-Legislative Cabinet to be composed of the members of the President's Cabinet, on the one hand, and, on the other, of the chairmen of the new streamlined joint standing committees of the Congress. This innovation, the Senator argued, would merely represent the logical extension of the principle of collaboration already being applied in the periodic conferences between State Department officials and members of the Committee on Foreign Relations. This cooperation was working well in the field of foreign affairs, at Mexico City, for example, and it might well be applied to the whole field of foreign and domestic policies. Establishment of such a joint cabinet, he said, would require neither an act of Congress nor constitutional amendment, but merely an Executive order and a joint resolution. In this way Congress would be able to participate in international negotiations at each stage of their development, thus implementing the "advice" as well as the "consent" provision of article II, section 2, of the Federal Constitution.

Senator Fulbright also suggested, for adoption at some later date, the power of dissolution under which the President could dissolve the Government, in cases of deadlock between the two branches, and precipitate a general election. The Government should change hands, he thought, whenever the party in power loses the confidence of the country, as President Wilson did in 1918 and as President Hoover did in 1930, when their parties lost control of the House of Representatives.

Representative Keogh, of New York, was the last witness. As chairman of the House Committee on the Revision of the Laws, Mr. Keogh argued that the form as well as the substantive content of the law is important. He felt that the mechanics of bill drafting should be improved and that his committee should be equipped with an Office of Law Revision Counsel (H. R. 471) which should (a) examine all the public acts of Congress and submit recommendation to such committee for the repeal of obsolete, superfluous, and superseded provisions of law contained therein; (b) prepare and submit to such committee a complete compilation, restatement, and revision of the general and permanent laws of the United States, one title at a time, which shall conform to the understood policy, intent, and purpose of Congress in the original enactments, with such amendments and corrections as will remove ambiguities, contradictions, and other imperfections both of substance and of form, with the view of the enactment of each title as positive law; and (c) advise and assist the Committee on Revision of the Laws whenever called upon to do so.

Mr. Keogh reviewed the history of efforts to codify the public acts of Congress, described the activities of his own committee, and explained the functions of the proposed Law Revision Counsel, the lack of which has hitherto rendered previous efforts at codification valueless. This reform, he stated, has been endorsed by many Federal judges and members of the bar, excerpts from whose letters of endorsement were inserted in the record of the hearing. The new Office of Law Revision Counsel, under Mr. Keogh's plan, would be integrated with the existing Office of Legislative Counsel, which now receives an annual appropriation of \$83,000, whereas executive agencies are spending many times as much for similar services. Mr. Monroney suggested that the bill drafting service should also follow the Government Style Manual in order to promote uniformity of style in the Federal statutes.

#### SUMMARY OF HEARINGS, MARCH 26, 1945

The Joint Committee on the Organization of Congress continued its hearings today pursuant to House Concurrent Resolution 18. Those present were Senator



La Follette (chairman), Representative Monroney (vice chairman), and Messrs. Cox, Michener, and Plumley.

Congressman Bland, of Virginia, chairman of the House Committee on the Merchant Marine and Fisheries, was the first witness. Mr. Bland described the work and jurisdiction of his committee and its staff facilities. He compared the compensation of his committee staff with that of other major House committees. The clerk of the committee, for example, receives \$3,260 per year, compared with \$3,300 for other committee clerks. His assistant clerk receives \$1,740, compared with \$2,460 paid other assistant clerks. His janitor receives \$1,260, compared with the prevailing janitor pay of \$1,560. Mr. Bland argued that these discrepancies should be corrected, and advocated the employment of the clerical force of congressional committees on a permanent nonpolitical basis.

Describing the volume of his committee business, Representative Bland stated that, at the last session of Congress, 104 bills had been referred to it; 64 public hearings had been held; and 78 executive sessions, consuming 326½ hours; and 27 bills reported by the committee had been enacted. This committee works hard, he said, and is one of the most important in the House.

Representative Bland made two positive proposals: First, that each Member should be authorized to employ an administrative assistant to help him on legislative problems; and, second, that the standing committees should be furnished funds to finance their investigations as a substitute for special committee inquiries. Because of lack of funds, he said, his own committee had been unable to make various important studies.

The second witness was Representative Priest, of Tennessee. Mr. Priest expressed his deep interest in the joint committee's undertaking and his concern whether Congress can continue to function, or even survive, unless steps are taken to reduce the legislative load. Eighty percent of his time, he said, is occupied with nonlegislative matters, including the handling of constituent requests before the departments. On a typical day, for example, 46 out of 48 visitors to his office came on nonlegislative business.

Mr. Priest made two suggestions to relieve Congressmen of nonlegislative burdens so as to enable them to give more time to legislation for public welfare: first, establish a general liaison office on Capitol Hill, with a competent staff, to assist members in handling their departmental business; and, second, permit members to employ administrative assistants on a permanent nonpartisan basis. He also advocated equipping the standing committees with expert staffs qualified to render independent advice on pending problems. As an example of the need of expert staffing, Mr. Priest cited the Interstate and Foreign Commerce Committee of which he is a member. This committee recently held 26 days of hearings on proposals to amend the Railroad Retirement Act, at which actuaries from the Railroad Retirement Board and the carriers presented conflicting tables. This committee needs an actuary on its staff, he said, in order to review and appraise such conflicting testimony.

In response to an inquiry from Representative Monroney for his opinion on Mr. Ramspeck's proposal to establish a body of so-called assistant Congressmen to aid Members in their work, Mr. Priest doubted if this was the right solution of the staffing problem.

#### SUMMARY OF HEARINGS, MARCH 28, 1945

The Joint Committee on the Organization of Congress continued its hearings today pursuant to House Concurrent Resolution 18. Those present were Senator La Follette (chairman), Senator Pepper, and Representatives Cox, Lane, and Michener.

Representative Hays, of Arkansas, was the first witness. Mr. Hays advocated consolidation of committees dealing with related matters and their adequate staffing. He urged that recess periods be planned more systematically, two or three times a year, so as to permit Members to maintain closer contact with their constituents, interpreting legislation to the voters and receiving their reactions. He favored the establishment of Committees on Public Welfare and National Defense. As a means of getting information concerning legislative policies and procedures abroad, Mr. Hays favored the establishment of closer relations with parliamentary institutions in other countries. He suggested the establishment of a Pan-American Inter-Parliamentary Union, including Canada, and described the activities of the British Empire Parliamentary Association.

Senator Wherry of Nebraska was the second witness. Senator Wherry called attention to the resolution which requires all standing and select committees of the Senate to submit monthly reports upon their use of borrowed personnel. He invited the committee's attention to his remarks on the subject in the Senate on

January 29 last, pointing out that in the period from August 23 to December 31, 1944, 14 Senate committees had borrowed 97 individuals from 26 Federal agencies to assist them. During February 1945, these reports show that 9 Senate committees had utilized the services of 66 persons from various administrative agencies. The Small Business Committee of the Senate, for example, is relying largely on such borrowed help. The Senator intimated that he considered this a dubious practice in that it gives rise to divided loyalties. He thought the committees should hire their own help rather than borrow it. The Senator pointed out that many select committees set up for special purposes often prove to be permanent. One of these, he said, had not submitted a report for 12 years.

Congressman Sumners of Texas, chairman of the House Committee on the Judiciary, was the third witness. Judge Sumners invited the committee's attention to his House Resolution 98 authorizing the Clerk of the House, in case of a recess or adjournment, to receive on behalf of the House, any bill, resolution, order, or vote which may be returned to the House by the President with his objections. The purpose of this resolution, he explained, was to prevent the "pocket vetoing of bills."

Representative Sumners thought that the legislative power should be restricted to Congress alone. He deprecated the President's participation in legislation through exercise of the veto power, which is equivalent, he said, to 15 votes in the Senate and 71 votes in the House. He suggested that the Constitution might be amended so as to permit Congress to override a Presidential veto by a simple majority vote of both Houses. The Congressman also called attention to the growing tendency of Congress to reserve the right to terminate by concurrent resolution powers delegated to the President or department heads.

Representative Smith of Virginia, chairman of the Select Committee to Investigate Acts of Executive Agencies Beyond the Scope of their Authority, was the last witness. Judge Smith stated that his committee had prosecuted its inquiry for 2 years, rendered eight intermediate reports, and introduced a bill (H. R. 588) to create a Joint Legislative Staff Service for the Congress; a Joint Committee on Appropriations; a Joint Committee on Executive Agencies and Procedures; and a Joint Committee on the Organization of Congress. Confining his testimony to those provisions of this bill which would create a Joint Legislative Staff Service and a Joint Committee on Executive Agencies and Procedures, Judge Smith cited four types of administrative legislation whereby, he said, our system of government is being changed and constitutional boundaries are breaking down:

1. *Legislation by sanction.*—As an example of this practice, Representative Smith cited the *Montgomery-Ward case* and the case of a company which was forbidden to manufacture airplane landing lights because it refused to reinstate certain dismissed employees.

2. *Legislation by subsidy.*—The granting of livestock subsidies to those observing Office of Price Administration meat and livestock prices was given as an example here.

3. *Legislation by regulation.*—An example of this was seen in an order of the Wage-Hour Division, forbidding homework under certain conditions.

4. *Legislation by interpretation.*—The interpretation of the Stabilization Act of 1942 by Executive and administrative orders, in such a way as to amend the revenue laws and deny court appeal, was given as an illustration of this type of legislation.

In order to correct these alleged acts beyond the scope of granted authority, Representative Smith argued that Congress should have its own legislative staff service to draft its own legislation. The members of the legislative staff, he stated, should be appointed without reference to political affiliations and should (1) advise and assist the committees of both Houses of Congress in the analysis, appraisal, and evaluation of recommendations submitted to the Congress by the President or any executive agency; (2) aid legislative and conference committees of Congress in analyzing proposed legislation before them; and (3) assist congressional committees in the furnishing of a basis for a proper determination of measures affecting public policy.

Mr. Smith also favored revamping jurisdiction of the standing committees in such a way as to utilize the enthusiasm and talents of new Members of Congress. Authors of bills should have an opportunity, he felt, to be heard by the committees to which they are referred. In order to ascertain whether any administrative rules or regulations are beyond the scope of the authority granted, or invade the constitutional rights and privileges or immunities of citizens, Mr. Smith also advocated a Joint Committee on Executive Agencies and Procedures, with an adequate staff.











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LEGISLATIVE REVENUE SERVICE AND  
Office of Budget and Finance

79TH CONGRESS }  
2d Session }

SENATE

{ REPORT  
{ No. 1011

# ORGANIZATION OF THE CONGRESS

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## REPORT

OF THE

## JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

CONGRESS OF THE UNITED STATES

PURSUANT TO

H. Con. Res. 18



MARCH 4, 1946

Reported, under authority of the order of the Senate of MARCH 1 (legislative day, JANUARY 18), 1946, by Mr. La Follette

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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1946

## JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

(Created pursuant to H. Con. Res. 18)

### SENATE

ROBERT M. LA FOLLETTE, Jr., Wisconsin,

*Chairman*

ELBERT D. THOMAS, Utah

CLAUDE PEPPER, Florida

RICHARD B. RUSSELL, Georgia

WALLACE H. WHITE, Jr., Maine

C. WAYLAND BROOKS, Illinois

### HOUSE

A. S. MIKE MONRONEY, Oklahoma, *Vice*

*Chairman*

E. E. COX, Georgia

THOMAS J. LANE, Massachusetts

EARL C. MICHENER, Michigan

EVERETT M. DIRKSEN, Illinois

CHARLES A. PLUMLEY, Vermont

GEORGE B. GALLOWAY, *Staff Director*



## LETTER OF TRANSMITTAL

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UNITED STATES SENATE AND  
HOUSE OF REPRESENTATIVES,  
Washington, D. C., March 4, 1946:

HON. KENNETH MCKELLAR,  
*President pro tempore of the Senate,*  
HON. SAM RAYBURN,  
*Speaker of the House of Representatives.*

DEAR MR. PRESIDENT and MR. SPEAKER: By direction of the joint committee appointed pursuant to House Concurrent Resolution 18 of the Seventy-ninth Congress, to make a full and complete study of the organization and operation of the Congress, we hand you herewith the report of that committee.

Sincerely yours,

ROBERT M. LA FOLLETTE, Jr.,  
*Chairman.*

A. S. MIKE MONRONEY,  
*Vice Chairman.*



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# REORGANIZATION OF CONGRESS

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## INTRODUCTION

The Joint Committee on the Organization of Congress submits herewith its report of recommended changes in the two Houses of Congress.

This joint committee was directed:

To make a full and complete study of the organization and operation of the Congress of the United States—

and to—

recommend improvements in such organization and operation with a view toward strengthening the Congress, simplifying its operations, improving its relationships with other branches of the United States Government and enabling it better to meet its responsibilities under the Constitution.

Our committee was created in response to a widespread congressional and public belief that a grave constitutional crisis exists in which the fate of representative government itself is at stake. Public affairs are now handled by a host of administrative agencies headed by nonelected officials with only casual oversight by Congress. The course of events has created a breach between government and the people. Behind our inherited constitutional pattern a new political order has arisen which constitutes a basic change in the Federal design. Meanwhile, government by administration is the object of group pressures which weaken its protection of the public interest. Under these conditions, it was believed, the time is ripe for Congress to reconsider its role in the American scheme of government and to modernize its organization and procedures.

The committee held 39 public hearings and 4 executive sessions between March 13 and June 29, 1945. The testimony of 102 witnesses was taken, 45 of whom were Members of Congress. In addition, 37 Members and many interested private citizens submitted written statements. A review of all the testimony received reveals a wide area of agreement among the witnesses with respect both to the conditions that handicap Congress in the efficient performance of its proper functions and as to many appropriate remedies for these defects.

In evaluating the suggestions, we have been guided by what Justice Holmes called "the felt necessities of the time." To all these proposals we have applied the simple test: Will they strengthen Congress and enable it to do a better job?

Under the Constitution the framers vested primary powers in the National Legislature. They gave it the power of the purse, the right to declare war, the power to legislate and impeach, to regulate commerce and promote science and the arts. They also authorized Congress to determine the structure of the executive department and

the powers of all administrative officers, the number of the Supreme Court Justices and its appellate jurisdiction, and the form and jurisdiction of inferior tribunals.

In strengthening the Congress through proper organization and procedure, your committee believes that the first mandate of the Constitution will be carried out.

## I. COMMITTEE STRUCTURE AND OPERATION

Your committee believes that no adequate improvement in the organization of Congress can be undertaken or effected unless Congress first reorganizes its present obsolete and overlapping committee structure. This is the first and most important test of whether Congress is willing to strengthen itself and its organization to carry the tremendous work load that present-day governmental problems place upon it.

About 90 percent of all the work of the Congress on legislative matters is carried on in these committees. Most bills recommended by congressional committees become laws of the land and the content of legislation finally passed is largely determined in the committees.

We feel that there is nothing sacrosanct in the present arrangement of our committees. A study of the committee system of both Houses reveals that since the First Congress the committees have undergone many realignments and changes as conditions demanded. As "the workshop of Congress" the committee structure, more than any other arm of the legislative branch, needs frequent modernization to bring its efficiency up to the requirements of the day.

However, because of obvious difficulties attendant upon the reduction of standing committees, Congress for many years past has neglected to survey its over-all needs for a more effective system. New committees have been established to do particular jobs, but little attention has been paid to realignment of committees and their jurisdictions on an over-all basis.

Congress can no longer afford the luxury and waste of manpower and time in maintaining a total of 33 standing committees of the Senate and 48 standing committees of the House. We recognize the difficulties inherent in simplifying this old system of 81 standing committees. We realize that loyalties to these present committees, certain perquisites of membership upon them, established seniority rights, and a desire to maintain these traditional rights make reorganization of our committee structure the No. 1 problem to be faced in any attempt to modernize and strengthen the Congress.

Only by untangling the existing overlapping jurisdictional lines and merging standing committees which today have almost concurrent jurisdiction can present-day legislation be adequately handled. We have attempted in the following recommendation to merge closely related committees into one where their jurisdictions overlap or where they deal with similar subjects.

By limiting Members of Congress to service on a few committees, they can become more familiar with their committee work. By consolidating many minor committees, a system of major committees for both houses will be created and members will have time properly to weigh and consider legislative matters referred to these consolidated committees. Many Members of the Senate now serve on as many as 10, 9, 8, and 7 special and standing committees, while some House



Members serve on as many as 6 or more. By reducing this scattered work load through reorganization, Members will be relieved of many unrelated lines of legislation on their present hodgepodge of committee assignments in exchange for positions on one or two committees of greater responsibility and related legislative subject matter.

### 1. Reorganization of Senate Committees

**Recommendation:** That the 33 standing committees of the Senate be reorganized into 16, substantially as proposed by Senator La Follette.

Your committee, after studying many proposals for committee consolidation, believes that the recommendation for consolidating the 33 standing Senate committees into 16, based on Senator La Follette's proposal, offers the best chance for improving the committee structure of the upper House.

Under this plan, each Senator would be limited to membership on two standing committees. By permitting concentration on two major committee activities, much of the present waste of time and scattered attention would be avoided. Each committee would have work of sufficient importance to justify specialization in its particular lines of activity. Each standing committee should have power to act jointly with the corresponding committee of the House of Representatives.

Therefore, your committee recommends consolidation of existing Senate standing committees as follows:

<i>Existing committees</i>	<i>Reorganized committees</i>
Agriculture and Forestry	Agriculture.
Appropriations	Appropriations.
Audit and Control	Rules and Administration of the Senate.
Enrolled Bills	
Library	
Printing	
Privileges and Elections	
Rules	Banking and Currency.
Banking and Currency	
Finance	Finance.
Education and Labor	Labor and Public Welfare.
Finance (social-security jurisdiction)	
Claims	Claims. <sup>1</sup>
Commerce	Interior, Natural Resources, and Public Works.
Indian Affairs	
Interoceanic Canals	
Irrigation and Reclamation	
Mines and Mining	
Public Buildings and Grounds	
Public Lands and Surveys	
Territories and Insular Affairs	Civil Service.
Civil Service	
Post Offices and Post Roads <sup>2</sup>	District of Columbia. <sup>1</sup>
District of Columbia	Expenditures in the Executive Departments.
Expenditures in the Executive Departments	
Military Affairs	Armed Services.
Naval Affairs	
Pensions	Veterans' Affairs.
Finance (veterans' jurisdiction)	

<sup>1</sup> These two committees to be abolished after District self-government and judicial or administrative settlement of claims, recommended below, have been approved and effected.

<sup>2</sup> The post roads phase of this committee's work to be absorbed by the new Committee on Interior, Natural Resources, and Public Works.

<i>Existing committees—Con.</i>	<i>Reorganized committees—Con.</i>
Foreign Relations.....	Foreign Relations.
Interstate Commerce.....	Interstate Commerce.
Manufactures.....	
Patents.....	Judiciary.
Judiciary.....	
Immigration.....	

## 2. Reorganization of House Committees

**Recommendation:** That the 48 standing committees of the House be reorganized into 18, substantially as proposed by Representative Wadsworth.<sup>3</sup>

After considering many committee consolidation proposals made for the House, your committee believes that the proposal made by Representative Wadsworth offers, with one or two minor changes, the most practical and feasible arrangement. It would limit each of the Members of the House to one major committee assignment, and would regroup and redistribute the work-load so as to justify giving each reorganized committee the status of a major committee.

This regrouping would further permit an average membership of 23 on all major standing committees of the House, keeping the important Appropriations Committee at its present size of 43 members.

Your committee therefore recommends consolidating the existing committees of the House of Representatives as follows:<sup>4</sup>

<i>Existing committees</i>	<i>Reorganized committees</i>
Agriculture.....	Agriculture.
Appropriations.....	Appropriations.
Expenditures in the Executive Departments.....	Expenditures in the Executive Departments.
Banking and Currency.....	Banking and Currency.
Coinage, Weights, and Measures.....	
Civil Service.....	Civil Service.
Census.....	
Post Office and Post Roads.....	
District of Columbia.....	Public Works.
Flood Control.....	
Public Buildings and Grounds.....	
Rivers and Harbors.....	
Roads.....	Interstate and Foreign Commerce.
Interstate and Foreign Commerce.....	
Judiciary.....	Judiciary.
Patents.....	
Revision of the Laws.....	
Immigration and Naturalization.....	
Foreign Affairs.....	Foreign Affairs.
Labor.....	Labor.
Education.....	
Merchant Marine and Fisheries.....	Merchant Marine and Fisheries.
Military Affairs.....	Armed Services.
Naval Affairs.....	
Pensions.....	Veterans' Affairs.
Invalid Pensions.....	
World War Veterans' Legislation.....	
Public Lands.....	Public Lands.
Territories.....	
Irrigation and Reclamation.....	
Mines and Mining.....	
Insular Affairs.....	
Indian Affairs.....	

<sup>3</sup> Mr. Cox regrets that he is unable to join in this recommendation.

<sup>4</sup> This recommendation contemplates no change in the status of the present Joint Standing Committees on Internal Revenue Taxation, Printing, Library, and the Economic Report.



<i>Existing committees—Con.</i>	<i>Reorganized committees—Con.</i>
Ways and Means-----	Ways and Means.
Rules-----	Rules.
Accounts-----	} House Administration.
Disposition of Executive Papers-----	
Enrolled Bills-----	
Library-----	
Memorials-----	
Printing-----	} Would abolish these and transfer the jurisdiction of the Elections committees to the Committee on House Administration, and the functions of the Claims committees to the courts.
Election of President, Vice President, and Representatives in Congress.	
Elections No. 1-----	
Elections No. 2-----	
Elections No. 3-----	
Claims-----	} Un-American Activities.
War Claims-----	
Un-American Activities-----	

### 3. Jurisdiction of Committees

**Recommendation:** That House and Senate rules be amended to define clearly the jurisdiction of each reorganized committee so as to avoid overlapping and duplication and conflicts of jurisdiction.

Reorganization of the committees as recommended above will require a revision of the rules of the two Houses so as clearly to define the jurisdiction of the new standing committees. It is recommended that, as this is done, the jurisdiction of each reorganized committee be clearly defined so that overlapping and duplication will be eliminated. The definitions should enumerate the activities covered and describe their scope in terms of subject matter of legislation as well as the administrative organization of the Federal Government so that disputes over jurisdiction will be minimized or eliminated.

The major objective or predominant character of a bill, in the opinion of the presiding officers of the Senate and the House, should be controlling in determining the reference of bills to committees. We recommend the exercise of more care in the reference of Senate bills. A bill should be referred without regard to the author's service on any particular committee seeking jurisdiction when its subject matter does not normally lie in the defined province of that committee.

In redefining the jurisdiction of committees, great care should be taken clearly to resolve existing conflicts by specifying which committee shall have jurisdiction.

### 4. Legislative Oversight by Standing Committees

**Recommendation:** That the standing committees of both Houses be directed and empowered to carry on continuing review and oversight of legislation and agencies within their jurisdiction; that the power of subpoena be given them; and that the practice of creating special investigating committees be abandoned.

One of the most difficult problems studied by your committee was that of improving the relationship between Congress and the executive departments of Government. This was ordered in the joint resolution under which we have been operating and appears to your committee to be one of the important phases of our study.

While the Constitution directed the separation of powers between the executive and legislative branches, it did not intend them to go separate ways and in opposite directions. Each year the gulf between Capitol Hill and the departments widens. And without effective legislative oversight of the activities of the vast executive branch, the line of democracy wears thin. Only 1 man out of the 3,000,000 Federal employees is elected by and is responsible directly to the people.

Composed of the directly elected representatives of the people, Congress needs to improve its lines of communication, its relationships, its understanding of the departments. At present there is no regular machinery of cooperation between them, aside from inadequate informal conversations or correspondence or a full-dress investigation, by which the common problems of governmental policy can be surveyed.

Vast powers are often necessarily delegated to governmental agencies. Sometimes the laws are not clear or specific and sometimes a problem defies specific legal description and adequate limitation. A clear and continuing understanding of the objectives and methods of the departments should be achieved.

We feel that this oversight problem can be handled best by directing the regular standing committees of the Senate and House, which have such matters in their jurisdiction, to conduct a continuous review of the agencies administering laws originally reported by the committees. Frequent consultation with and reporting to the committees would greatly improve relationships between the executive and legislative branches.

Such review might well include a question period by the committee arranged with the help of a greatly improved committee staff. By this method an open channel of complaints of agency shortcomings or abuses of authority could be maintained so as to furnish all Members of Congress with a clearinghouse for bringing complaints to the attention of administrators through the proper legislative committees.

Directing the regular standing committees to carry on this supervisory function appeals to your committee as a better method than the appointment of numerous select investigating committees when situations have grown so difficult as to arouse public demand for correction or special study. We recommend that the practice of creating special committees of investigation be abandoned.

Each of the reorganized standing committees should be given the power of subpoena and should be authorized to undertake studies of matters within its jurisdiction either by full or subcommittee action. By directing its standing committees to perform this oversight function, Congress can help to overcome the unfortunate cleavage between the personnel of the legislative and the executive branches.



## 5. Committee Hearings and Records

**Recommendation:** That all committees set aside monthly docket days for the public hearing of Members who have bills pending before them; that committees set regular meeting days for the consideration of such business as the committee determines; that complete records of all committee proceedings (except executive sessions) be kept; that attendance records be kept; and that a record of the votes of all Members on bills and amendments when a record vote is demanded be printed in the Congressional Record.

Criticism of conditions that handicap the individual Member of Congress as well as committee members was voiced in our hearings. These include the frequent inability of a Member of Congress to obtain a hearing on legislation which he has introduced.

Hundreds of bills introduced by Members of Congress are never considered even for a brief period by the committees to which they are referred. In order to get a hearing by the committee having their legislation in charge, Members must informally solicit committeemen for the privilege of even a brief cursory appearance. This tends to bottle up legislation originating in Congress itself, while the right-of-way is generally given to legislation originating in the executive departments.

To correct this sometimes arbitrary discrimination against the bills of Members of Congress and committeemen themselves, we propose that a regular period each month be set aside by the standing committees when Members who have introduced bills may appear and publicly explain them, outline their support, and ask the full committee to decide whether extended hearings shall be held.

In order further to facilitate self-rule by the committees, it is recommended that each standing committee fix regular weekly, biweekly, or monthly meeting days when the committee will be in session at stated hours for the transaction of any business that committee members themselves may determine. Extra meetings in addition to the regularly stated sessions would be called by the chairman.

All committees should be required to keep a complete record of all committee proceedings, except executive sessions. Such records would include the attendance of Members at committee sessions and the votes of all members of the committee on bills and amendments on which a record vote is demanded. Such record votes should be printed in the Congressional Record.

## 6. Reporting of Bills

**Recommendation:** That committee chairmen be required to report promptly all bills approved by the committee and seek a rule to bring them to the floor for consideration.

In order to insure the carrying out of the will of the standing committees having jurisdiction of legislation, some change in the rules governing the reorganized committees is necessary.

We consider that each committee is a creature of the Congress and will have coequal standing with the other committees under the

recommended reorganization plan. Each chairman, even though he is the executive of the committee, should be bound by the decisions of its members as expressed in regular committee session. The withholding of legislation from the floor, through failure to report it to the Chamber or failure to obtain a rule making it in order for consideration by the Chamber, is not consistent with the authority and rights of the committee as expressed by its action and status.

We therefore recommend that, in the revision of the rules governing the reorganized committees, a chairman be required to report promptly to the Chamber any bill approved by his committee and to take such steps as will give the Chamber a chance to vote on it. But no committee should report out a bill unless a majority of the committee members actually are present and vote in favor of a report.

### 7. Limitation of Conference Reports

**Recommendation:** That conferees of the two Houses be limited to adjustment only of actual differences in fact between the two Houses and that matters on which both Houses are in agreement be not subject to change in conference.

Considerable testimony regarding the introduction by conferees of new material into conference reports, and the elimination or substantial change of legislation agreed to by both Houses, was presented during our committee's hearings. While the standing rules are clear regarding the limitation of conferees to the disagreements between the two Houses, parliamentary procedures make it possible for conferees completely to rewrite legislation substantially agreed upon in both Chambers.

This is done by one House striking everything after the enacting clause, substituting one over-all amendment, and thus technically placing everything in the bill in disagreement and therefore making it subject to complete revision by the conferees. This is clearly not the intent of the rule on conferences.

Therefore, your committee recommends that rules governing conferences be clarified and enforced so as to permit consideration only of sections or parts of a bill on which the Houses have, in fact, disagreed and to forbid conferees to change those parts of legislation agreed to by both Houses.

### 8. Digest of Bills in Reports

**Recommendation:** That a complete and understandable digest of a bill, together with legislative changes made by the bill, written in nontechnical language, accompany the committee report on each bill; and that this digest include a supporting statement of reasons for its passage, of the national interest involved, its cost, and the distribution of any benefits.

Complaint was received by the committee that much of the legislation now considered by Congress is so complex as to render difficult a complete understanding of its subject matter. Not only Members of Congress, but the press, the radio, and the interested public are



entitled to clear and concise explanations of legislation being considered by Congress. A clear outline of proposed legislation should be incorporated in the committee report accompanying a bill in nontechnical digest form. The report should also include supporting arguments for the passage of the bill as determined by the committee and a statement of the national interest involved in its passage. The report should also include estimates of the cost of carrying out the legislation and the distribution of the resulting burdens and benefits.

### 9. Expert Staffs for Committees

**Recommendation:** (1) That each reorganized legislative committee be authorized to employ four staff experts in its particular province; that employment be limited to persons qualifying under prescribed standards; that staff employees be not dismissed for political reasons; that staff employees serve on committee work only; and that all committee records and files be separately maintained by staff employees. (2) That present clerical personnel of committees be retained up to six per committee to serve as clerks and stenographers for the committee staff, two each to be available for committee-connected work in the offices of the chairman and ranking minority member.

The lack of skilled staffs for the committee work-shops of Congress was more complained of than perhaps any other matter before your committee. Such complaints came not only from Congress itself, but also were mentioned by almost every student of governmental affairs who appeared.

The shocking lack of adequate congressional fact-finding services and skilled staffs sometimes reaches such ridiculous proportions as to make Congress dependent upon "hand-outs" from Government departments and private groups or newspaper stories for its basic fund of information on which to base legislative decisions. Many comparisons could be drawn to illustrate the sad state of committee staffing and the lack of attention hitherto paid by Congress to this very important facility.

Your committee feels that, by considerably increasing the number and greatly improving the technical competence of committee staffs, Congress can make a great contribution to sound legislative decisions on matters involving the security and future welfare of the Nation. Just as the committee system is the most important arm of the National Legislature, so the committee staff and its competence will substantially determine the strength of this arm.

Aside from the appropriation committees (which will be considered below), we feel that each of the reorganized committees should be given at least four highly skilled professional staff members in addition to their present clerical staffs.

The four professional staff members should be paid salaries ranging between \$6,000 and \$8,000 a year, large enough to command a high level of technical skill, and appointment to these positions should be so restricted that only persons with adequate experience and understanding of the committee's work can qualify.

We recommend that such personnel be eligible for appointment solely on merit and have qualifications to be determined by the

director of congressional personnel (proposed later in this report). They should be appointed without regard to political affiliation and only persons whose qualifications are approved by the director of congressional personnel should be eligible for appointment by the committee. The staff members would be considered permanent employees of the Congress and should not be dismissed for political reasons.

Your committee realizes the difficulty in presenting a blueprint of the specific positions on each of the reorganized committees. Some committees will need two skilled attorneys and two economists; others will require a different division of skill and training. We feel that that is a matter of committee policy that must be made to fit the individual needs of the committees. The success of the addition of staff personnel will be determined by the planning of the job to be done by each staff member, and by the qualifications of the men chosen.

We further recommend that present clerical and stenographic personnel attached to the standing committees be retained for each reorganized committee up to a maximum of six clerks, but that the position of committee janitor be abolished. Two of these clerks, or others to be employed, should be attached to the office of the chairman, two to the ranking minority member, and two to the professional staff. They will be available to handle the committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work. It is suggested that the clerical staffs of committees be paid salaries ranging between \$2,000 and \$6,000 a year.

Professional staff members, as distinguished from clerical and stenographic personnel, should work only on matters of strictly committee business and the assignment to them of other congressional office duties should not be permitted.

All committee records, data, charts, and files should be kept distinct and separate from the congressional office records of the member serving as chairman of the committee. Committee records should be the property of the Congress and continuing access to them should be given to all members of the committee and Congress.

In addition to the staff employees authorized, committees at any time should be able to draw on the Legislative Reference Service for additional skilled assistance for limited periods of time when committee work is heavy. It is contemplated that skilled personnel will be employed by the Reference Service in order to provide for these part-time aides to assist the standing committees. (A later section of this report deals with the improved staffing of the Legislative Reference Service.)

No committee should be allowed to borrow personnel or experts from executive agencies without the express permission of the Committee on Administration. We feel that the current custom of borrowing personnel is neither economically sound nor politically wise. Whatever staff Congress needs should be employed by Congress itself with qualifications meeting our specifications and they should work for Congress alone. We do not see the sense of appropriating money to Government agencies and asking them to hire the personnel we need.



Once the standing committees have been reorganized and expertly staffed, it will be possible to plan and conduct committee hearings more efficiently. At present hearings are often held with little advance preparation and are largely occupied by the reading of prepared statements by the witnesses. This procedure consumes precious committee time and leaves little for questions and answers. We suggest that the practice be adopted of requiring all witnesses before congressional committees to file statements of their testimony in advance and to limit their oral presentations to brief summaries of their main points. Part of the job of the expert committee staff would be to prepare digests of these statements in advance of the hearing and to brief the committeemen on the questions to be asked each witness. In this way the tedious oral repetition of written testimony could be avoided, much valuable time would be saved, and the conduct of committee hearings could be greatly expedited. Moreover, the record as presented to Congress, the press, and the public would be greatly improved.

### 10. Expansion of Legislative Counsel

**Recommendation:** That present appropriations to the Office of Legislative Counsel be expanded from \$90,000 per year to \$150,000 per year for the next 2 years; with further expansion later.

Testimony generally agreed that the work done by the Office of Legislative Counsel, within its present limitations, is very valuable and constructive. So successful has this work been in furnishing expert legal talent to the standing committees and to the conferees that many Members have asked for its expansion so as to make these bill-drafting services available to all the committees and Members of Congress. At present only 12 attorneys and law clerks compose the combined staff of the office at a total annual cost of \$90,000.

Much of the testimony heard by your committee dealt with the origins of legislation. It is well known that the formulation of legislation is no longer exclusively a congressional concern. For most bills introduced Members are merely conduits for the executive departments, private organizations, and individual constituents. More than half of the bills dropped into the "hopper" originate in the Federal departments and bureaus and are later revised in committee to accord with congressional views. Executive initiative in law making finds its fundamental warrant in the constitutional provision that the President—

shall from time to time give to the Congress information on the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient.

Although comparatively little legislation originates in Congress today, that body is still responsible for sifting, testing, and debating all legislative proposals wherever they come from and for determining the final shape of public policy. Congress must decide what bills are to be considered and approved and what the legislative policies of the Nation are to be. The executive branch formulates and executes. The legislature determines policy and evaluates its performance. We feel that Congress should play a larger part in preparing

legislation and determining national policy, and that it should place less reliance on bills drafted by interested departments and other groups seeking legislation.

By the progressive expansion of the Office of Legislative Counsel this will become possible. Skilled bill draftsmen, understanding legislative methods and procedures, can add much to clarity of expression, standardization of form and style, and proper construction of proposed legislation. We recommend that for the next 2 years the appropriation to this Office should be increased to \$150,000 and that provision be made for further expansion for the 2 years following. Part of this increase could well be used to expedite the revision and codification of the permanent statutes as recommended by many Federal judges and bar associations.

## II. MAJORITY AND MINORITY POLICY COMMITTEES

Strong recommendations were made to your committee concerning the need for the formal expression within the Congress of the main policies of the majority and minority parties. These representations called for some mechanism which could bring about more party accountability for policies and pledges announced and made in the national platforms of the major political parties.

These recommendations were based on the theory that in a democracy national problems must be handled on a national basis. Only through the expression of the will of the people by their support of political parties on the basis of their platform pledges can the majority will be determined. Likewise the minority viewpoint is also expressed in support of the minority platform.

No one would claim that representative democracy as we know it today could exist without majority and minority parties. The 435 voices of the House and the 96 of the Senate would be a confused babel of conflicting tongues without party machinery. Instead of unorganized mob rule where the strength of varying viewpoints cannot be measured or determined, party government furnishes a tug-of-war in which the direction and strength of opposing viewpoints can be more or less accurately measured and weighed.

Under the American party system there are always two main groups, each checking the other and offering the choice of alternative courses of action. Around these two groups Congressmen can rally and express themselves, helping in party caucuses to determine the policy for their group.

Your committee recognizes the need for freedom of action on the part of the individual Member of Congress and his right to vote at any time against the announced policy of his party. But we feel that if party accountability for policies and pledges is to be achieved, stronger and more formal mechanisms are necessary. The present steering committees, an informal and little-used device, seldom meet and never steer.

We recommend that these be replaced with the formal establishment in the House and the Senate of majority and minority policy committees. The majority policy committees of the two Houses would meet jointly at frequent intervals, as would those of the minority, to formulate the over-all legislative policy of the two parties. The majority policy committee of each House would also hold frequent



meetings to consider its role in expediting consideration and passage of matters pledged to the people by their party.

On issues where party policy is involved the decisions of these policy committees would be formally announced in the proceedings of Congress and formal records would be kept of such decisions. No member of either party would be required to follow such announced party policy except as he chose to do so. Each member would be free to vote as he saw fit, but the record of his action would be available to the public as a means of holding both the party and the individual accountable.

### 1. Creation of Policy Committees

**Recommendation:** That both the House and the Senate establish formal committees for the determination and expression of majority policy and minority policy. Each of these four committees would be composed of seven members appointed in its entirety at the opening of each new Congress. The majority and minority policy committees in both Houses would be appointed by their respective majority and minority conferences.<sup>5</sup>

We feel that, in the establishment of such policy committees, the Congress chosen at the last general election should be controlling and that the policy-committee membership should therefore be chosen at the beginning of each new Congress. Membership on all policy committees would automatically expire at the close of each Congress.

### 2. Joint Legislative-Executive Council

**Recommendation:** That the majority policy committees of the Senate and House serve as a formal council to meet regularly with the Executive, to facilitate the formulation and carrying out of national policy, and to improve relationships between the executive and legislative branches of the Government.<sup>5</sup>

In order to narrow the widening gap between the executive and the legislative branches, we recommend that the Senate and House majority policy committees serve also on a formal council to meet at regular intervals with the Executive and with such members of his Cabinet as may be desirable, to consult and collaborate in the formulation and carrying out of national policy and to improve relationships between the two branches of the Government.

Improved understanding of each other's problems will be promoted by consultation before legislation is introduced to carry out pledged party promises and on matters of high administration policy. By giving congressional leaders a part in the formulation of policy, instead of calling upon them to enact programs prepared without their participation, better cooperation can be obtained.

It would also be desirable, we think, to include the minority policy committee from time to time in these joint conferences on broad questions of foreign and domestic policy as a further means of promoting mutual understanding and harmony between the legislature and the Executive.

<sup>5</sup> Mr. Cox regrets that he is unable to join in this recommendation.

The Legislative-Executive Council also would enable Congress to approach more directly the solution of difficulties and complaints resulting from administrative action. Formalizing the relationships between these two great branches of the Government, we believe, will improve and strengthen the performance of each.

### 3. Staffing of Policy Committees

**Recommendation:** That the majority and minority policy committees of each House receive \$30,000 per year each for the maintenance of a high-grade secretariat to assist in study, analysis, and research on problems involved in policy determination.

With the formal recognition of the policy committees and of their part in formulating majority and minority policy, adequate staffs should be provided by the Congress for their use.

Careful study and research will be needed in order to arrive at sound decisions. To strengthen party machinery without giving it the tools to aid in policy making would be an idle gesture. The better equipped each party is adequately to survey the issues before making its decisions, the better these decisions will be.

Therefore, your committee recommends that the majority and minority policy committees of each House receive \$30,000 per year each for the maintenance of their secretariats. Freedom of choice should be given the policy committees to select their own staffs, but no salary should be paid to any policy committee employee, we think, in excess of \$8,000 per year.

## III. RESEARCH AND STAFF FACILITIES

The same lack of expert research help that exists among congressional committees (mentioned in sec. I) exists throughout the Congress. While committees must be strengthened by adequate staff help, research facilities for individual Members should also be improved. To strengthen the committees without giving Members access to staff aids would accomplish only half the job.

The problems of government and legislative policy making have become increasingly complex with the passing years. Before World War I a Member of Congress could equip himself fairly well through personal study to understand the facts of an issue. But today's problems are far too complex and too numerous to rely only on self-help. Facts, data, and statistics must be collected, briefed, and digested from many sources if the individual Member is properly to inform himself.

The Nation must not be left to rely on lawmakers whose only sources of information on which to base important decisions are the daily press, casual magazine articles, or hand-outs from business groups and governmental agencies. A pure and unbiased stream of information is necessary for the making of sound decisions.

Since 1919 Congress has been using the research facilities of the Legislative Reference Service. . . But that Service has long been hopelessly understaffed and underpaid. No director of any large national corporation would be satisfied with a research department costing only \$198,000 and employing but 75 persons, only one-third of whom are at professional grades. Yet these are the present inade-



quate research resources of a Congress charged with legislating, inspecting, and providing for a public enterprise employing nearly 3,000,000 persons and costing in postwar years \$25,000,000,000 or more.

## 1. Enlargement of Legislative Reference Service

**Recommendation:** That the Legislative Reference Service in the Library of Congress be expanded by increasing its appropriation for the fiscal year 1947 to \$500,000, to \$650,000 for the fiscal year 1948, and thereafter to \$750,000 per year, in order to furnish skilled research assistance to Members of Congress, and to serve as a pool of experts to assist the committees of Congress.

Your committee recommends that the Legislative Reference Service be immediately increased in size and scope more adequately to serve the individual Members of Congress, and also to provide a pool of experts available for use by the committees of Congress.

We recommend that the annual appropriations for this Service be increased in the fiscal year 1947 to \$500,000, to \$650,000 for fiscal 1948, and thereafter to \$750,000 per year. We believe that the expansion of the Service should be as rapid as well-qualified personnel can be obtained, but that special care should be taken to secure competent research personnel and experts of wide knowledge and training in the various fields of congressional policy making.

We also urge that great care be taken in reorganizing the improved Service so that the best possible assistance can be obtained by Congress. Presentation of data and digests of bills and hearings should be especially designed to fit the needs of the individual Member of Congress.

We further recommend that two top-flight assistants from the Legislative Reference Service be assigned to the Press and Radio Galleries of the two Houses to assist representatives of the press and the radio in reporting the proceedings of Congress by making available relevant records, debates, and background data, and to summarize and digest public hearings before committees.

## 2. Relieving Members of Nonlegislative Work Load

**Recommendation:** That each senatorial and congressional office be authorized to employ a high-caliber administrative assistant at an annual salary of \$8,000 to assume nonlegislative duties now interfering with the proper study and consideration of national legislation.

Testimony introduced during our hearings estimated that as high as 80 percent of the average Member's time is spent in nonlegislative work. Expansion of governmental activities during the past 25 years has vastly increased the volume of correspondence and the requests for service from the Member's home State and district.

Many of these time-consuming details and errands must be serviced somewhere if the people are to continue to have a clearinghouse for their problems in the Nation's Capital. While it is true that the Constitution does not place this burden directly upon the Congress, nevertheless service to constituents has long been an accepted part of the job of a Member of Congress.

A small part of such service is useful in helping to untangle many problems that would otherwise receive cursory or scant attention. No other governmental agency could perform this function so cheaply or with the patience, understanding, and personal interest of congressional offices. It affords one of the few remaining direct contacts between the citizen and his elected Representative. Constituent inquiries also serve to keep Members alert to problems arising under legislation passed by Congress or from the operation of administrative programs. Your committee has studied ways of divesting Members of some of this nonlegislative work load. We find it is neither possible nor advisable to eliminate this service now performed by congressional offices. But the rendering of this service requires increased help in Members' offices in order that they may have adequate time for their duties as national legislators.

At various times Congress has increased Members' stenographic and clerical help as the work load of services to constituents has increased. But we have done nothing to transfer from Members' shoulders the principal burden of this nonlegislative business. Through the appointment of a competent assistant capable of assuming a large part of this service burden, Members can be released for the performance of their legislative duties.

Therefore we recommend that each congressional office be authorized to employ a high-caliber administrative assistant at \$8,000 per year whose duty would be to relieve the Member of a substantial part of the nonlegislative work load and departmental business now carried by the individual Congressman.

### 3. Establishment of Congressional Personnel Office

**Recommendation:** That an Office of Congressional Personnel be established to provide Congress with a modern personnel system for all its service employees; to establish qualification standards, job classifications, tenure of employment, regular rules for promotion and pay increases, leave, retirement, etc. The Office of Congressional Personnel should be directed to eliminate duplicating and overlapping service and to regroup service offices and employment responsibility under one central division for each particular type of service; to appoint the housekeeping employees of Congress; and to notify the Secretary of the Senate, the Clerk of the House, and the disbursing officer of all such appointments.

Much testimony was received from Members and others regarding the inefficiency and obsolescence of present methods of personnel administration in the Senate and House (as distinguished from Members' offices). We believe the situation can be corrected only by the establishment of an entirely new office within the Congress.

Congress lacks a personnel system. Employees are hired by various officials without any uniform standards of employment and with little regard to rights of tenure. Promotions and pay increases can be obtained only by changing jobs or by the cumbersome and unsatisfactory method of the enactment of special legislation. These conditions preclude the application of recognized and well-tested personnel practices used in private employment and in the executive branch of the Government.



Employment authority is hopelessly confused when, for example, as many as three different offices have supervision of elevator operators. Dozens of cases were found where persons doing substantially the same work were paid at different scales.

Such a lack of system can lead only to duplication of services, underpaid personnel, overstaffing in some sections and understaffing in others, and a wide variety of pay scales that are almost ridiculous in their extreme. It seems absurd to maintain three disbursing offices in the Capitol, but still charge citizens who visit the Nation's Capitol a fee to pay for guides. It is inconsistent to require business organizations and Federal departments to provide retirement systems for their employees and still leave many employees of Congress without old-age protection.

In brief, the entire situation relating to congressional employment is so chaotic that we feel that only by setting up an Office of Congressional Personnel can these services be regrouped, offices consolidated, employment standards established, tenure of office assured, and a proper job-classification system devised.

Therefore, we recommend the establishment of an Office of Congressional Personnel whose Director should be paid \$10,000 per year. We suggest that he be appointed by the majority and minority leaders of both Houses acting jointly.

The first duty of the Director of the Office of Congressional Personnel would be to establish a modern personnel system for all employees of the House and Senate, covering qualification standards, job classifications, tenure of employment, regular rules for promotions and pay increases, leave, retirement, etc. He should be especially directed to study overlapping and duplicating services within the legislative establishment and to arrange for the establishment under unified management of a (1) central disbursing and auditing office (including provision for standardization of committee travel and per diem allowances); (2) central document room; (3) central mailing room; (4) central post office; and (5) central service management for all the Capitol buildings and grounds, including policing, janitors, and guides.

We further recommend that all service employees of the Capitol and the Congress be eligible for appointment only on a merit basis to be established by the Director of Personnel and that the patronage system be abolished in these positions. While officers of the House and Senate would still be allowed discretion of selections, no one could be employed who was not certified as qualified by the Director of Personnel. The same condition would apply to the technical staffs recommended heretofore for the House and Senate committees.

#### 4. Creation of a Stenographic Pool

**Recommendation:** That the Director of the Congressional Personnel Office recommended above be authorized to establish a stenographic pool upon which Senators and Representatives may draw during busy seasons when the clerical facilities of their offices are unable to keep abreast of the flow of mail.

In recent years the volume of mail and constituent inquiries and requests coming into congressional offices have greatly multiplied. The tide of incoming mail has risen during the past generation from a

few score to literally hundreds of letters a day. War and postwar problems have swelled this tide to unprecedented proportions and there is no prospect of any diminution in it. The volume of this traffic varies, to be sure, from season to season and office to office, with changing conditions and the size of constituencies. A uniform general increase in the individual Member's clerk-hire allowance would thus meet the needs of the busiest offices, but exceed the requirements of others.

Numerous Members of both Houses have appealed to your committee to suggest some effective and economical solution of this problem. After considering and deliberating upon it, we have come to the conclusion that the most satisfactory form of relief would be to set up a stenographic pool in the Senate and House Office Buildings upon which Members could draw during peak periods when their existing clerical facilities are inadequate to their needs. This is a common practice in the Government departments and in private business. It would provide temporary assistance for overworked office staffs during busy seasons without unnecessarily enlarging the clerical facilities of every Member on a full-time basis. We recommend, therefore, that the Director of Congressional Personnel be authorized to establish a stenographic pool and make its facilities available, within proper limits, to the membership of Congress.

#### IV. STRENGTHENING FISCAL CONTROL

Control of the purse for all Federal governmental activities is one of the major functions of Congress. Numerous witnesses appeared and recommended various changes designed to strengthen the position of Congress in relation to fiscal affairs.

These recommendations stressed the need for the adoption each year of an over-all fiscal policy that would consider both the income and expenditures of government. It was pointed out that control over revenues and expenditures is divided not only between the House and Senate, but also within each House between its revenue and appropriating committees. Neither of the two appropriations committees imposes any over-all limitations upon its total appropriations before the individual supply bills are voted on by the Houses. Nor do they attempt to coordinate appropriations with revenues so as to fix an over-all fiscal policy for the year.

With this divided authority existing not only between the appropriation committees of each House, but also among their many subcommittees, and among the revenue-raising committees, how could Congress have a general fiscal policy or follow it if it had one?

Other recommendations called not only for strengthening the staffs of the important Appropriations Committees and their subcommittees, but made several suggestions for basic changes in methods of controlling expenditures, improving auditing procedures, and developing better administrative management in Government agencies.

Your committee agrees that primary responsibility rests with Congress to improve legislative control over governmental expenditures and that means must be provided to permit a closer scrutiny of them, not only by the committees charged with this duty, but also by the individual Members and Congress itself.



Your committee believes that Congress has not adequately equipped itself to resist the pressure of departments and agencies in behalf of larger expenditures. We have equipped the agencies with ample funds to collect and present evidence to support their appeal for larger sums or to forestall reductions. But we have failed to implement Congress with adequate facilities for scrutinizing these justifications.

### 1. Adoption of Annual Federal Budget Totals

**Recommendation:** That by joint action the Revenue and Appropriations Committees of both Houses submit to the Congress within 60 days after each session opens (or by April 15) a concurrent resolution setting over-all Federal receipts and expenditures (estimated) for the coming fiscal year. If total expenditures recommended exceed estimated income, Congress should be required by record vote to authorize creation of additional Federal debt in the amount of the excess. All appropriations, excepting those of a permanent nature, interest on the public debt, veterans' pensions and benefits, trust expenditures, and public-debt retirement, would be reduced by a uniform percentage in case total appropriations exceeded the amount of the approved budget figure.

Congress now supervises the world's largest enterprise without any coordination between its revenue-raising and appropriating committees. Neither, so far as congressional machinery is concerned, gives any consideration to the relationship between income and expenditures. The appropriations committees are not required by statute or rule to keep total outgo within anticipated income.

Your committee believes that only through the determination each session of a definite congressional policy on fiscal matters limiting the total amount to be appropriated can aggregate income and expenditures be properly related.

We therefore recommend legislation that will require the passage each year of a concurrent resolution setting forth total estimated receipts and expenditures for the coming fiscal year, before appropriations made by the Congress are valid.

We recommend that the revenue and appropriations committees of each House acting jointly be required to submit to each House, within 60 days after the opening of a congressional session (or by April 15), a concurrent resolution which would set out the anticipated receipts as estimated by the revenue committees, and the total amount of Federal expenditures as estimated by the Appropriations Committees for the next fiscal year.

In the event, after consultation and investigation, that the appropriations committees are unable to bring anticipated expenditures within estimated receipts, a record vote expressing the policy of the Congress to create additional Federal debt in the amount of the excess would be required. The budget resolution would have to be approved by both Houses before any appropriation for the next fiscal year would be valid.

Should total appropriations later be found to have exceeded the total budget figure as set by the Congress, all appropriations except

permanent appropriations and those for servicing the public debt, for veterans' pensions and benefits and trust expenditures, would be automatically reduced accordingly by a uniform percentage designed to bring total appropriations within the over-all limit previously fixed.

The basic legislation to provide for over-all budget control should provide, however, that these limitations would not apply during times of war emergency.

## 2. Organization and Staffing of Appropriations Committees

**Recommendation:** That all appropriation bills be fully and carefully considered by the full Appropriations Committees of both Houses; that the present practice of holding all Appropriations Committee hearings in executive or secret sessions cease; that committee hearings and reports on appropriation bills be laid before the House and Senate a minimum of three legislative days before their floor consideration; that a uniform appropriation classification be devised and incorporated in the hearings; that four qualified staff assistants be assigned to each of the appropriation subcommittees to serve both the majority and minority members; and that modern accounting machinery and equipment be provided for each committee staff.

Your committee is of the opinion that, by greatly strengthening the House and Senate Appropriations Committees, a vast amount of money now wastefully expended can be saved without materially diminishing essential governmental functions. Indeed, there is little hope for carefully considered reductions in appropriations without definite and fundamental improvements in both House and Senate Appropriations Committee procedures and practices.

It is with a feeling of hesitation, yet with a sense of duty, that your committee makes a critical analysis of Congress' antiquated and inadequate appropriating machinery and practices.

The House Appropriations Committee, where all appropriation bills originate, now functions more as a group of independent subcommittees than as one unified committee. For instance, a bill appropriating funds for the Department of the Interior is considered by the Interior Department subcommittee. This subcommittee holds hearings in executive session from which are excluded not only the public and the press but all other Members of Congress, even the other 35 members of the Appropriations Committee who are not members of this subcommittee. Members of Congress, including members of the Appropriations Committee (other than members of that particular subcommittee) as well as the public or press, have little knowledge of what transpires within the subcommittee until the bill is reported. Opposition to the requested appropriation which, if informed through open hearings and publicity, might give much beneficial information and suggestions to the subcommittee, to the full Appropriations Committee and to Congress, is thereby stifled or, at best, put at a decided disadvantage.

Moreover, your committee is informed that the consideration of appropriation bills by the House Committee on Appropriations is perforce rather perfunctory. The full committee does not consider it necessary to give bills the same detailed examination they have already



received in subcommittee. Here also all consideration is in secret session.

We understand that the usual procedure in the House Appropriations Committee, when a subcommittee reports, is for the subcommittee chairman and the ranking minority member to present a brief summary of their report to the full committee. After brief consideration and opportunity for amendments, the bill is then promptly reported to the House. In practice, careful consideration of the measure is thus limited to the members of the subcommittee in charge, upon whose judgment the full committee generally confidently relies.

Reports of the full committee on major bills customarily reach the floor soon after committee approval. Under these circumstances, the findings and printed hearings on appropriation bills are usually not available for careful and sustained study by the membership at large before the bills are reported to the House for its action. The hearings are naturally massive in size and complex in detail. As a result, it is not easy for Members of the House fully to inform themselves on the complex contents of appropriation bills before they come up for final action on the floor.

We believe the work of the Appropriations Committees is so vital that they should be the best equipped of any committees of the Congress, for on their judgment hangs the expenditure of billions of public money.

At present the entire Appropriations Committee of the House has only eight overworked clerks and the Senate Appropriations Committee has nine. A few investigators and accountants are borrowed from time to time to augment this meager staff on a part-time basis.

Therefore we recommend that the full committee and each subcommittee of the Appropriations Committees of the two Houses be given four expertly trained staff assistants. These staff assistants would be certified for employment by the Director of Congressional Personnel as meeting high standards for that particular work, and would be paid on the same scale as other committee staff experts. Two would be assigned to the chairman of the appropriations subcommittee and two to the ranking minority member to aid them in careful study and scrutiny of budget requests with a view to reducing any unnecessary expenditures.

We further recommend that the present practice of holding all full committee meetings and all subcommittee hearings in secret or executive session be abolished except executive sessions for marking up the bills and for voting or where national security demands secrecy. All other hearings should be open to Members of Congress, the press, and the public.

We also recommend that printed committee hearings and reports on appropriation bills be laid before each house a minimum of three legislative days before floor consideration of the bill will be in order.

We further recommend that a standard appropriation classification schedule be devised which will clearly define in concise and uniform accounts the subtotals asked by agencies for their operation. Uniform classification of agency estimates by character and object should permit comparisons of expenditures by character and object as well as by organization units. This "show-case accounting" schedule should precede each agency's request for funds in the printed hearings.

Modern mechanical accounting and tabulating machines should be provided for the committee staff to assist them in the preparation of data and comparisons of agency and departmental expenditures.

### 3. Service Audits by Comptroller General

**Recommendation:** That the General Accounting Office be directed to submit each year a general service audit of each agency of government (including government corporations), furnishing information to the Congress on the general financial operation of the agency and its care in handling governmental funds.

The General Accounting Office was set up as an arm of the Congress to improve the auditing of all governmental accounts. It has undoubtedly served a valued purpose in carefully checking all governmental expenditures to see that they come within the law and that amounts claimed are due.

We recommend, however, that the scope of the work of the General Accounting Office be enlarged to include a service audit of the agencies of government. Such a service audit should include reports on the administrative performance and broad operations of the agency, together with information that will enable Congress to determine whether public funds are being carelessly, extravagantly or loosely administered and spent. In most cases the present detailed audit of items does not reveal the general condition of the agency's operation. With additional help and from information secured through its routine checks on expenditures, we believe such an audit and report will be very helpful in improving careful administration of public funds.

The reports of the Comptroller General would be submitted to the Committees on Expenditures in the Executive Departments, to the Appropriations Committee of each House, to the legislative committees having jurisdiction over the agency, and to each of the majority and minority policy committees of the two Houses.

### 4. Discontinuance of Indefinite Appropriations

**Recommendation:** That all appropriations be in definite amounts and that the custom of reappropriating unexpended balances be discontinued except for continuing public works; that transfer of funds between agencies and departments be discontinued; and that all regular governmental agencies and departments be placed on a uniform basis of returning to the Treasury income from sales or services.

One of the first requirements of a proper appropriation is that it be definite and specific as to the exact amount being appropriated. For many years Congress has been departing from this well-recognized rule of legislative control in several ways which in effect deny to the Congress the full control of the purse strings of government.

Fiscal housekeeping can be greatly strengthened by eliminating some of these practices so as to give an effective system of financial control. We do not advocate further limitations on specific appropriation items for minor amounts, but we feel that these various



accounts, when properly standardized by the Appropriations Committees, could be of even a broader, more inclusive nature. And we strongly believe that the amounts of money appropriated should be definitely set out in all appropriation bills.

Therefore, we recommend that the practice of reappropriating unexpended balances be discontinued, except in the case of continuing appropriations for public works, and that unexpended balances revert to the Treasury as provided by law. The new amounts appropriated each year should indicate the total money available to each agency.

We also recommend that the current practice of permitting transfer of funds between appropriation accounts and organization units be discontinued.

We further recommend that a uniform system of control be perfected by the appropriations committees so as to cover into the Treasury all funds resulting from the sale of Government property or services by all regular Federal departments and agencies.

### 5. Legislation on Appropriation Bills

**Recommendation:** That the practice of attaching legislation to appropriation bills be discontinued; that the rules be tightened effectively to prevent under the parliamentary guise of "economy limitations" amendments which are, in fact, designed to effect legislative changes; that the Comptroller General survey various limitations on appropriation bills to determine those which require more money to carry out than they save; and that the Appropriations Committees study means for limiting any increase in permanent appropriations.

The practice of attaching legislation to appropriation bills is often destructive of orderly procedure. Riders obstruct and retard the consideration of supply bills. Sometimes they contradict action previously approved in carefully considered legislation.

In most cases such legislation is adopted under the parliamentary guise of "limiting provisos," avoiding points of order that would be raised against them by purporting to restrict the spending of Government funds. These practices, when used for purposes other than to effect real economies, should be prohibited by a tightening of the rules.

Otherwise the regular jurisdiction of the standing committees of the House and the Senate will continue to be impinged upon by the appropriating committees. Much added work in Government departments and by private attorneys is caused by attaching legislative riders on appropriation bills.

We further recommend that the Appropriations Committees seek to restrict limiting amendments to those which genuinely effect economies. Sometimes the limiting amendments require far greater expenditure of funds to comply with the limitations imposed than would otherwise be necessary. We recommend that the Comptroller General be requested to make a study of this type of extravagant "economy limitations" with a view to eliminating those which add to Government expense rather than reduce it.

We further recommend that the Appropriations Committees make a study of existing permanent appropriations with a view to strictly limiting and safeguarding the list (of permanent appropriations) from

hastily considered additions. Permanent appropriations encumber future revenues and only after very careful consideration should any items be added to this select and privileged list.

## V. MORE EFFICIENT USE OF CONGRESSIONAL TIME

A vast amount of testimony revealed a high percentage of congressional time is devoted to matters of purely local or petty importance. More time is consumed in serving as the city council for the District of Columbia than is spent on matters involving great importance to the Nation. Private claims bills and inconsequential legislation dealing with local affairs and matters only slightly related to national policy take an excessive amount of congressional time from consideration of national affairs.

Your committee believes that Congress should jealously guard its time for ample debate and consideration of matters of national and international importance. It seems hardly consistent to hear the excuse that congressional calendars are too crowded to take up and discuss issues of great national interest when so much time is devoted to these minor matters.

Because of lack of congressional time, many matters of a policy nature are decided by executive departments and bureaus. The delegation of powers to make rules and regulations governing the operation of many programs is a common practice. Yet Congress still tenaciously clings to many insignificant details which could be far better handled by the executive departments and the courts.

Congress is drifting away from its traditional function as a truly representative assembly. Prolonged sessions resulting from improper organization of the work-load—and the consideration of many petty details—are keeping Members away from the people they represent for more than 10 to 11 months out of every year.

### 1. Self-Rule for District of Columbia

***Recommendation:*** That Congress divest itself of the duty of governing the District of Columbia and provide for a referendum on adoption of self-government by city charter.<sup>6</sup>

The Nation cannot afford the luxury of having its national legislative body and the District committees in both the House and Senate perform the duties of a city council for the District of Columbia.

In order to relieve Congress of this extraneous work-load and enable it to devote full attention to national legislation, we recommend that a plan for self-rule for the District of Columbia be provided as early as possible.

We do not assume the responsibility of suggesting what plan should be adopted for handling the municipal affairs of the District, but we do recommend that steps be taken immediately to provide for establishing a commission of Washington residents to prepare a suitable city charter and that it be submitted by referendum to the citizens of the District for their approval or rejection.

We recommend that Congress authorize this referendum as soon as a satisfactory self-government city charter is drafted and that on its adoption legislation be introduced to make it effective.

<sup>6</sup> Mr. Russell dissents from this recommendation.



## 2. Delegation of Private Claims

**Recommendation:** That Congress delegate authority to the Federal courts and to the Court of Claims to hear and settle claims against the Federal Government; and that Government agencies and departments be empowered to handle local and private matters now provided for in private bills, such as private pension bills and legislation authorizing construction of bridges over navigable streams.

Congress is poorly equipped to serve as a judicial tribunal for the settlement of private claims against the Government of the United States. This method of handling individual claims does not work well either for the Government or for the individual claimant, while the cost of legislating the settlement in many cases far exceeds the total amounts involved.

Long delays in consideration of claims against the Government, time consumed by the Claims Committees of the House and Senate, and crowded private calendars combine to make this an inefficient method of procedure.

The United States courts are well able and equipped to hear these claims and to decide them with justice and equity both to the Government and to the claimants. We, therefore, recommend that all claims for damages against the Government be transferred by law to the United States Court of Claims and to the United States district courts for proper adjudication.

We further recommend that private pension bills and other bills dealing with purely local and private matters, including the authority to construct bridges over navigable streams, be delegated to the proper agencies of government for final determination.

## 3. Limitations on Sessions of Congress

**Recommendation:** That Congress provide for a regular recess period at the close of each fiscal year to insure the return of Members to their constituencies at definite intervals each year.

Representative democracy cannot remain truly representative if elected Members are required to remain away from their constituencies for long periods of time. In recent years the sessions of Congress have been nearly continuous and both the Senators and Representatives and the people they represent have been denied the interchange of ideas so necessary to our system of government.

Proper functioning of the Congress as a representative body demands that the Members serve not as residents of Washington but as citizens of their respective States and districts, with intimate first-hand knowledge of the problems of the places they represent. Their return is not required for "fence building" or "vacations," but is in fact the essence of representative democracy.

We, therefore, recommend that Congress provide by law for a definite recess period to begin at the close of each fiscal year and that Congress reconvene on October 1 (or September 10). Such recess arrangements would, of course, be suspended in case of national emergency. Congress could be reconvened at any time upon the call of its

leaders or the President could call a special session. With a regular recess date fixed, the program of Congress would be better organized and the consideration of legislation greatly expedited:

#### 4. Experiment With Meeting Schedules

**Recommendation:** That Congress experiment with changing schedules for meetings so as to provide alternately three full days for committee meetings and three full days for Chamber sessions; and that Congress experiment with evening sessions.

Many suggestions were made by witnesses for changes in the legislative schedules of Congress. We feel that it is entirely proper for Congress to experiment with some of these suggested changes in order to determine whether a change of schedule might be beneficial.

We respectfully suggest experimentation by the leadership of the two Houses in dividing the workweek, reserving 3 days for morning and afternoon hearings by committees, possibly with evening sessions on these days, and 3 days for sessions in the Chambers for legislative work. Sessions in the Chambers could be held either on three consecutive days or could alternate with days reserved for committee meetings.

We also recommend that the rules of the Senate be amended to provide that no committee shall sit during the sitting of the Senate, without special leave. The House of Representatives adopted such a rule in 1794.

### VI. REGISTRATION OF ORGANIZED GROUPS

Your committee heard many complaints during its hearings of the attempts of organized pressure groups to influence the decisions of Congress on legislation pending before the two Houses or their committees.

We fully recognize the right of any citizen to petition the Government for the redress of grievances or freely to express opinions to individual Members or to committees on legislation and on current political issues. However, mass means of communication and the art of public relations have so increased the pressures upon Congress as to distort and confuse the normal expressions of public opinion.

A pure and representative expression of public sentiment is welcome and helpful in considering legislation, but professionally inspired efforts to put pressure upon Congress cannot be conducive to well considered legislation.

The problem of safeguarding this free expression of the will of the people from distortion is a difficult one. Rather than stifle any such expression, your committee hesitates to make any recommendation upon the control of lobbyists or pressure groups.

We feel, however, that it will be possible to improve the situation without impairing in any way this freedom of expression. The availability of information regarding organized groups and full knowledge of their expenditures for influencing legislation, their membership and the source of contributions to them of large amounts of money, would prove helpful to Congress in evaluating their representations without impairing the rights of any individual or group freely to express its opinions to the Congress.



## 1. Registration of Representatives of Organized Groups

**Recommendation:** That Congress enact legislation providing for the registration of organized groups and their agents who seek to influence legislation and that such registration include quarterly statements of expenditures made for this purpose.

In order to enable Congress better to evaluate and determine evidence, data, or communications from organized groups seeking to influence legislative action, we recommend the adoption of legislation requiring the registration of all groups engaged and individuals employed in such activity.

Groups and employed individuals should be required to register each session with the Clerk of the House of Representatives and the Secretary of the Senate and to submit under oath such pertinent data as will clearly indicate to the Congress the nature and extent of their activities. Registration of individuals should be provided for on uniform blanks in both Houses, stating by whom the agent is employed, the period of such employment, his special subject of legislative interest, and his compensation. Every 3 months such individuals would be required to report and itemize under oath any expenses incurred by themselves and by the organizations they represent in promoting or opposing legislation, the purpose of the expenditures, and a list of the bills and resolutions promoted or opposed. All information on registration and expenditures for influencing legislation should be compiled by the clerks of the House and Senate and be printed each quarter in the Congressional Record.

Registration of organizations should include a statement of their bona fide total membership and the amounts expended each quarter for the influencing of legislation. Any contributor of money in excess of \$500 per year would be required to be listed in the registration.

## VII. CONGRESSIONAL PAY AND RETIREMENT

No study of the organization and operation of Congress would be complete without reference to the compensation of Members and provision for their retirement. While it is true that Congress occupies a unique place in American public affairs, it is not so unique that it can continue to attract able and qualified Members at a rate of compensation far below that prevailing in business or professional occupations requiring comparable ability and effort.

In fact, numerous instances have occurred in the past few months in which Congress was unable to hold several of its most valuable and experienced Members. These men left Congress to accept private employment, sacrificing years of experience and hard work in their governmental careers, simply because they were unable to maintain a reasonable standard of living and to provide security for themselves and their families.

We do not say that the people cannot find, at present or even smaller salaries, 435 persons to serve in the House and 96 to serve in the Senate. We insist, however, that Congress cannot expect to attract to its service the ability and qualifications necessary to do the monumental job before it, at rates of pay far below the going rate in private employ for comparable ability and effort. We will continue, at an accelerating pace, to lose our ablest Members and at the same time we

will fail to bring into congressional service young men of ability and energy, unless steps are promptly taken to increase their compensation and provide for their retirement.

Thus, in making recommendations to improve the operation and efficiency of Congress, we would be less than frank if we failed to recognize that, regardless of other procedural reforms which may be instituted, the final measure of effective representative democracy will be the quality of the membership of the Congress.

### 1. Increase in Annual Salaries for Members

***Recommendation:*** That beginning with the Eightieth Congress the annual salary of Members of Congress be increased to \$15,000,<sup>7</sup> and that all of the salary be taxed on the same basis and with the same allowable deductions as business and professional returns are taxed.

Numerous recommendations were made to your committee regarding an increase in congressional compensation. They included proposals by the National Planning Association and the American Political Science Association, which recommended \$25,000 and \$15,000 respectively, and various other groups which have made surveys of the organization and operation of Congress.

Unfortunately, the law places Congress in the undesirable role of passing upon its own salary scale. No other branch of government is in a like position. It is largely due to this unenviable responsibility that the matter of congressional salaries cannot be dispassionately discussed and resolved. But we feel that these difficulties, misunderstandings, recriminations, and their political repercussions can no longer be permitted to stand in the way of doing what is widely regarded as necessary in the matter of compensation.

We recommend, therefore, that the salaries of Members of Congress be increased to \$15,000 per year. We further recommend that this increase be not applicable until the Eightieth Congress is elected and sworn in on January 3, 1947. In the meantime, the full membership of the House must stand for reelection and one-third of the membership of the Senate must also be elected. Thus, despite the unenviable task of passing upon our own salaries, the people themselves will determine to a large degree the persons who will receive them.

It is contemplated that the effect of this salary increase will be to eliminate the necessity of any special expense account.

We further recommend that the full \$15,000 salary be taxable at regular rates, but that normal expense deductions, properly itemized, and allowable to business and professional men, be recognized. Specifically, this would include permission for a reasonable deduction for duplicated rents actually paid in the performance of congressional duties. Where Members are required to maintain two homes, one in their district and the other in Washington, occupancy costs for one should be deductible as a legitimate expense item.

<sup>7</sup> Mr. Lane dissents from this recommendation.



## 2. Inclusion of Congress in Federal Retirement System

**Recommendation:** That Members of Congress be permitted to join the Federal retirement system on a contributory basis.

Congress has established social security and made provisions for retirement insurance plans for business and industrial workers, has extended retirement privileges to employees of the executive branch, to the Army and Navy, and to the Federal judiciary, but has been loath to include its own membership in any form of retirement plan.

If these security measures are proper for regularly employed persons in business and in other branches of government, they are likewise necessary in congressional service. One of the principal arguments in behalf of retirement for Federal employees is that it increases their efficiency, and enhances their value to the Government by providing the assurance of retirement at the end of their service.

We think that this would likewise be true, even to a greater extent, in Congress, where service is comparatively short, intermittent, and exposed to the hazards of recurring elections. We feel that these issues must be decided on merit alone without regard to the personal security of any Member.

We, therefore, recommend amendment of the Civil Service Retirement Act so as to provide that Members of Congress may upon their option, to be exercised not later than 6 months after the date of last taking the oath of office, or within 6 months after adoption of the amendment, become members of the civil service retirement and disability fund.

Members of Congress who exercise the option to become members of the retirement fund shall make contributions thereto from the effective date of said option at the rate of 6 percent of base pay. All such contributions shall be credited to each Member's individual account and if the service of a Member should for any reason terminate before eligibility for retirement, his contributions shall be refunded in pursuance of the provisions of the Civil Service Retirement Act.

To be entitled to an annuity a Member of Congress must have served at least 6 years as such Member and have reached the age of 62 years; except that a Member becoming disabled while in the service may have a disability benefit after at least 5 years of such service regardless of attained age.

Purchase of credit for all service as a Member of Congress shall be at the rate of contribution provided by the Civil Service Retirement Act for all such service prior to the effective date of the inclusion of the office of Member of Congress under the said Retirement Act, subsequent to August 1, 1920, and at 6 percent of base pay after such inclusion.

Deposit may be made in a lump sum or in installments for service prior to the inclusion of the office of Member of Congress within the Retirement Act, subsequent to August 1, 1920, with interest at the rate of 4 percent compounded annually through all periods of service as such Member and upon payment of such deposit full credit shall be allowed for all such service: *Provided, however,* That contributions shall be made currently for the last 5 years of service as a Member of

Congress or an amount deposited equivalent to the current contributions, with interest, for such 5 years of service and if contributions or deposit are not made for any service rendered prior to the last 5 years of such service, the annuity shall be reduced by the amount of annuity purchasable with the amount not deposited.

Except for the purposes of this proposal, service as a Member of Congress shall not be considered as creditable service under the terms of the Civil Service Retirement Act.

The annuity of Members of Congress shall consist of 2½ percent of average salary received as a Member of Congress, multiplied by the years of service as such Member: *Provided*, That no annuity payable to a former Member of Congress shall exceed three-fourths of his congressional salary.

### 3. Increase in Compensation of Officers of Congress

***Recommendation:*** That beginning with the Eightieth Congress the annual salaries of the elected officers of the Senate and House of Representatives be increased 50 percent over their present rates of compensation; that annual appropriations to the office of the Vice President, and the office of the Speaker be increased 50 percent over their present amounts; and that the Director of the Office of Congressional Personnel review the present salary scales paid employees in the offices of the Secretary of the Senate, the Clerk of the House, the Sergeants at Arms and the Doorkeepers and the Speaker's table and recommend equitable readjustments therein to the legislative subcommittees of the House and Senate Committees on Appropriations.

The arguments for increasing the compensation of Members of Congress apply with almost equal force to the officers and administrative staff of both Houses. These officers and employees carry on the underlying administrative work of the Congress without which it could not function. They are charged with many important duties and render a variety of essential services on a year-round basis. Many of the officers and administrative employees of Congress have been so long in its service as to constitute a permanent career staff. With few exceptions there have been no changes in their compensation for many years, although the volume of their work and the cost of living meanwhile have greatly increased. Evidence was presented to your committee showing that the administrative offices of Congress were understaffed and underpaid.

✓ In order to remedy these conditions, we recommend a 50 percent increase in the annual salaries of the elected officers of the Senate and the House of Representatives, beginning January 1, 1947. We also recommend a 50 percent increase in the annual appropriations to the office of the Vice President and the office of the Speaker, effective at the same time. And in order to avoid unfair disparities in the compensation of the other members of the administrative staff of the Congress, and to reward their long and valued service, we further recommend that the Director of the Office of Congressional Personnel be instructed to review present rates of pay in the offices of the Secretary of the Senate, the Clerk of the House, the Sergeants at



Arms and the Doorkeepers, and the Speaker's table, and submit a schedule of rectified rates to the legislative subcommittee of the House Committee on Appropriations at its hearings on the bill making appropriations for the legislative branch for the fiscal year ending June 30, 1947.

## VIII. OTHER RECOMMENDATIONS

We have not undertaken in this report to recommend all of the improvements and changes necessary to bring about the most desirable working facilities needed by Congress. Undoubtedly many needed reforms not mentioned herein will be proposed later.

We desire, however, to call attention to these concluding recommendations, which relate primarily to the physical conditions under which we work. We believe that improvement along these lines will not only aid the Congress materially, but will permit better public understanding of the operation of the representative branch of the Government.

### 1. Remodeling of House and Senate Chambers

**Recommendation:** That the Chambers of both Houses of Congress be remodeled to provide improved acoustics, better lighting, and adequate gallery facilities.

The Legislative Halls of Congress, which should be a model of acoustic perfection, present very difficult conditions under which to transact public business. Neither the membership nor the public can properly hear the proceedings in the Chambers due to acoustic defects, which could easily be corrected.

Lighting is bad in both the Senate and House Chambers and the facilities for seating the public are inadequate and so noisy as to disturb the transaction of public business. Incidental noise both on the floors and in the galleries is magnified by the poor type of physical equipment.

We therefore recommend the remodeling of the House and Senate Chambers at the earliest possible date. With the strengthening of the roofs of the two Chambers, the finest type of acoustic engineering should be employed to eliminate noise and to improve the conditions under which Members speak. With proper engineering and sound treatment this can be effected without installing microphones. We also recommend that as nearly as possible the general appearance of both Chambers be maintained.

### 2. Remodeling of Senate and House Caucus Rooms

**Recommendation:** That improved acoustic and seating facilities in the House and Senate caucus rooms be installed together with equipment for presentation of motion-picture or other visual displays for use in large-scale public hearings.

Large-scale public hearings on matters of great national interest require a meeting room which can physically handle all those who wish to attend. At the present time there are only two rooms of size capable of handling a large crowd at these public hearings.

Both of these rooms, the Senate and House caucus rooms, are very poorly adapted to this use or any other in their present state. Because of their size and proportions, however, they could be easily remodeled to provide adequate chambers for the transaction of this type of public business.

We therefore recommend that both caucus rooms be completely remodeled with improved acoustic and seating facilities and that equipment be provided for the visual presentation of matters of importance to the Congress.

### 3. Improvement of Restaurant Facilities

**Recommendation:** That the physical facilities in the Senate and House restaurants be so expanded and arranged as to reduce crowding and permit more Members and their constituents to dine there in greater comfort and convenience.

Several Members of Congress have complained to your committee about the physical limitations of space in the Senate and House restaurants. The present physical lay-out of these restaurants causes congestion at mealtimes and makes it difficult, if not impossible, to serve all those who may wish to dine there. We recommend, therefore, that the Architect of the Capitol, who operates these restaurants, be instructed to remodel them in such a manner as to permit more Members and their constituents to dine there in greater comfort and convenience.

### 4. Assignment of Capitol Space

**Recommendation:** That space in the Capitol Building be reassigned so as to provide ample facilities for joint committees and conference committees of the two Houses.

The physical limitations of space in the Capitol serve further to separate the activities of the two bodies of Congress. Conference committees appointed to reconcile differences in legislation passed by both Houses, and joint committees requiring the attendance of both Senators and Members of the House, find it impossible to secure satisfactory quarters for their deliberations.

We feel that this common meeting ground of the Capitol should be maintained, as nearly as practicable, for the offices of the leadership of the two Houses and for the committees having joint membership.

We, therefore, recommend that the President pro tempore of the Senate and the Speaker of the House authorize a survey of available space within the Capitol which could be released through reassignment of other activities to the separate office buildings in order to provide rooms necessary for joint Senate and House use.

### 5. Facilities and Supervision of Pages

**Recommendation:** That improved school and housing facilities, as well as supervision, of Senate and House pages be provided.

If Congress is to retain the use of young boys in their traditional role as pages of the House and Senate, improved facilities must be provided. Our hearings developed much evidence that present



scholastic facilities provided in the basement of the Capitol are not only unhealthful but extremely ill-adapted to use as classrooms. Further evidence was introduced showing the lack of proper housing and supervision of boys brought to Washington to enter the employ of the Congress.

Your committee recommends that Congress decide whether the use of young boys as pages is to be continued and, if so, that adequate school and housing facilities be provided for them so that their health, education, and morals can be safeguarded during their service here.

## 6. Improvement of Congressional Record

**Recommendation:** That the daily program of the Congress, including the legislative sessions, scheduled committee hearings, and location of these meetings be printed in the Congressional Record; and that a brief résumé of the previous day's congressional activities be incorporated in the Record together with an index of its contents.

Recognizing the need for improved methods of presenting the daily congressional program, we feel that certain changes need to be made in the Congressional Record.

We, therefore, recommend that each issue of the Record carry the legislative program for the day along with a tabular list of congressional committee meetings and hearings, their location and subject matter.

We also recommend that a brief résumé of the previous day's congressional activities be incorporated in the Record, together with an index of its contents.

## 7. Transfer of Inactive Records to National Archives

**Recommendation:** That the records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, be transferred to the Archives Building from the Capitol, the Old House Office Building, and the Library of Congress; that rule XXXII of the standing rules of the Senate be amended to provide for the transfer to the Secretary of the Senate at the close of each session of Congress of all the records of the standing and special committees of the Senate from whatever source received, including bills, resolutions, hearings, committee prints, reports, and other pertinent papers; and that the noncurrent records of joint committees of Congress be preserved and transferred to the National Archives.

Since 1937 it has been the practice of the Secretary of the Senate to transfer the noncurrent records of the Senate to the National Archives, where they are stored under conditions that insure their permanent preservation and arranged in such a way as to make them readily accessible and quickly available for use. He retains in his custody the records of the Senate for the two Congresses immediately preceding the current Congress. This practice has eliminated the necessity of storing inactive records in numerous out-of-the-way places where they formerly suffered damage and deterioration. It has also enabled the Secretary of the Senate to provide adequate

storage facilities for current records and to make them readily accessible.

No provision has been made, however, for the preservation of the noncurrent records of Senate committees, except those referred to the committees by the Senate which are required by rule XXXII to be returned to the Secretary of the Senate at the close of each session. As a result, many of these records, which often have historic value and current utility, have been lost or destroyed. We recommend, therefore, that rule XXXII of the standing rules of the Senate be amended to provide for the transfer to the Secretary of the Senate at the close of each session of Congress of all the records of the standing and special committees of the Senate from whatever source received, including bills, resolutions, hearings, committee prints, reports, and other pertinent papers.

The House of Representatives has taken no action with respect to the transfer of its noncurrent records to the National Archives, despite recommendations to this effect by the House Library Committee. As a result, the noncurrent records of the House are stored in eight different locations in the Capitol, in one depository in the Old House Office Building, and in three locations in the Library of Congress. According to the House Library Committee, many of the House records are disarranged and inaccessible and are stored in unsuitable places that contribute to their damage and deterioration. It does not appear logical for the noncurrent records of the Senate to be preserved in one place and the noncurrent records of the House to be stored in a number of other places. It would appear that the best interests of the Government and the people of the United States would be served by the preservation of the noncurrent records of the Senate and House in one centralized place that provides the best facilities available. We recommend, therefore, that the records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, be transferred to the National Archives from their present scattered locations.

The records of joint standing and select committees of Congress also have lasting value and should not be lost. We recommend that the Secretary of the Senate and the Clerk of the House take steps to obtain the noncurrent records of joint committees at the close of each Congress and transfer them to the National Archives.

\* \* \*

In addition to the matters discussed above, the joint committee heard testimony from Members of Congress and others in support of, and in opposition to, other changes in the organization and operation of Congress. The more noteworthy of these suggestions pertained to—

1. Selection of committee chairmen by some method other than seniority.
2. The powers of the Committee on Rules of the House of Representatives.
3. Experimentation with periods for questioning executive-department heads.
4. Limitation of debate in the Senate.

These proposals relate to problems that have long perplexed observers of the legislative process. In each case there is much to be

said on both sides. The third and fourth topics listed above, however, deal with aspects of floor procedure upon which we are not at liberty to make any recommendations under the terms of House Concurrent Resolution 18.

On the seniority system and the powers of the House Rules Committee, we heard testimony and deliberated in executive session. But we are not now prepared to submit positive recommendations with regard to them because of a lack of agreement within the committee as to workable changes in existing practices.

Representations were also made to your committee in support of broadcasting the proceedings of the Houses and committees of Congress. We investigated the technical feasibility and cost of this proposal, but make no recommendation with regard to it, owing to differences of opinion within the committee as to its desirability.

ROBERT M. LA FOLLETTE, Jr., *Chairman*.

A. S. MIKE MONRONEY, *Vice Chairman*.

ELBERT D. THOMAS.

CLAUDE PEPPER.

RICHARD B. RUSSELL.

WALLACE H. WHITE, Jr.

C. WAYLAND BROOKS.

E. E. COX.

THOMAS J. LANE.

EARL C. MICHENER.

EVERETT M. DIRKSEN.

CHARLES A. PLUMLEY.













# ORGANIZATION OF THE CONGRESS

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## REPORT

OF THE

## JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

CONGRESS OF THE UNITED STATES

PURSUANT TO

H. Con. Res. 18



MARCH 4, 1946.—Committed to the Committee of the Whole House  
on the State of the Union and ordered to be printed

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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1946

## JOINT COMMITTEE ON THE ORGANIZATION OF CONGRESS

(Created pursuant to H. Con. Res. 18)

### SENATE

ROBERT M. LA FOLLETTE, Jr., Wisconsin,  
*Chairman*

ELBERT D. THOMAS, Utah

CLAUDE PEPPER, Florida

RICHARD B. RUSSELL, Georgia

WALLACE H. WHITE, Jr., Maine

C. WAYLAND BROOKS, Illinois

### HOUSE

A. S. MIKE MONRONEY, Oklahoma, *Vice*  
*Chairman*

E. E. COX, Georgia

THOMAS J. LANE, Massachusetts

EARL C. MICHENER, Michigan

EVERETT M. DIRKSEN, Illinois

CHARLES A. PLUMLEY, Vermont

GEORGE B. GALLOWAY, *Staff Director*

## LETTER OF TRANSMITTAL

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UNITED STATES SENATE AND  
HOUSE OF REPRESENTATIVES,  
Washington, D. C., March 4, 1946.

HON. KENNETH MCKELLAR,  
*President pro tempore of the Senate,*  
HON. SAM RAYBURN,  
*Speaker of the House of Representatives.*

DEAR MR. PRESIDENT and MR. SPEAKER: By direction of the joint committee appointed pursuant to House Concurrent Resolution 18 of the Seventy-ninth Congress, to make a full and complete study of the organization and operation of the Congress, we hand you herewith the report of that committee.

Sincerely yours,

ROBERT M. LA FOLLETTE, Jr.,  
*Chairman.*  
A. S. MIKE MONRONEY,  
*Vice Chairman.*





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# Union Calendar No. 497

79TH CONGRESS } 2d Session }	HOUSE OF REPRESENTATIVES {	REPORT No. 1675 }
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## ORGANIZATION OF CONGRESS

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MARCH 4, 1946.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. MONRONEY, from the Joint Committee on Organization the of the Congress, submitted the following

## REPORT

[Pursuant to H. Con. Res. 18]

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# REORGANIZATION OF CONGRESS

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## INTRODUCTION

The Joint Committee on the Organization of Congress submits herewith its report of recommended changes in the two Houses of Congress.

This joint committee was directed:

To make a full and complete study of the organization and operation of the Congress of the United States—

and to—

recommend improvements in such organization and operation with a view toward strengthening the Congress, simplifying its operations, improving its relationships with other branches of the United States Government and enabling it better to meet its responsibilities under the Constitution.

Our committee was created in response to a widespread congressional and public belief that a grave constitutional crisis exists in which the fate of representative government itself is at stake. Public affairs are now handled by a host of administrative agencies headed by nonelected officials with only casual oversight by Congress. The course of events has created a breach between government and the people. Behind our inherited constitutional pattern a new political order has arisen which constitutes a basic change in the Federal design. Meanwhile, government by administration is the object of group pressures which weaken its protection of the public interest. Under these conditions, it was believed, the time is ripe for Congress to reconsider its role in the American scheme of government and to modernize its organization and procedures.

The committee held 39 public hearings and 4 executive sessions between March 13 and June 29, 1945. The testimony of 102 witnesses was taken, 45 of whom were Members of Congress. In addition, 37 Members and many interested private citizens submitted written statements. A review of all the testimony received reveals a wide area of agreement among the witnesses with respect both to the conditions that handicap Congress in the efficient performance of its proper functions and as to many appropriate remedies for these defects.

In evaluating the suggestions, we have been guided by what Justice Holmes called "the felt necessities of the time." To all these proposals we have applied the simple test: Will they strengthen Congress and enable it to do a better job?

Under the Constitution the framers vested primary powers in the National Legislature. They gave it the power of the purse, the right to declare war, the power to legislate and impeach, to regulate commerce and promote science and the arts. They also authorized Congress to determine the structure of the executive department and



the powers of all administrative officers, the number of the Supreme Court Justices and its appellate jurisdiction, and the form and jurisdiction of inferior tribunals.

In strengthening the Congress through proper organization and procedure, your committee believes that the first mandate of the Constitution will be carried out.

## I. COMMITTEE STRUCTURE AND OPERATION

Your committee believes that no adequate improvement in the organization of Congress can be undertaken or effected unless Congress first reorganizes its present obsolete and overlapping committee structure. This is the first and most important test of whether Congress is willing to strengthen itself and its organization to carry the tremendous work load that present-day governmental problems place upon it.

About 90 percent of all the work of the Congress on legislative matters is carried on in these committees. Most bills recommended by congressional committees become laws of the land and the content of legislation finally passed is largely determined in the committees.

We feel that there is nothing sacrosanct in the present arrangement of our committees. A study of the committee system of both Houses reveals that since the First Congress the committees have undergone many realignments and changes as conditions demanded. As "the workshop of Congress" the committee structure, more than any other arm of the legislative branch, needs frequent modernization to bring its efficiency up to the requirements of the day.

However, because of obvious difficulties attendant upon the reduction of standing committees, Congress for many years past has neglected to survey its over-all needs for a more effective system. New committees have been established to do particular jobs, but little attention has been paid to realignment of committees and their jurisdictions on an over-all basis.

Congress can no longer afford the luxury and waste of manpower and time in maintaining a total of 33 standing committees of the Senate and 48 standing committees of the House. We recognize the difficulties inherent in simplifying this old system of 81 standing committees. We realize that loyalties to these present committees, certain perquisites of membership upon them, established seniority rights, and a desire to maintain these traditional rights make reorganization of our committee structure the No. 1 problem to be faced in any attempt to modernize and strengthen the Congress.

Only by untangling the existing overlapping jurisdictional lines and merging standing committees which today have almost concurrent jurisdiction can present-day legislation be adequately handled. We have attempted in the following recommendation to merge closely related committees into one where their jurisdictions overlap or where they deal with similar subjects.

By limiting Members of Congress to service on a few committees, they can become more familiar with their committee work. By consolidating many minor committees, a system of major committees for both houses will be created and members will have time properly to weigh and consider legislative matters referred to these consolidated committees. Many Members of the Senate now serve on as many as 10, 9, 8, and 7 special and standing committees, while some House

Members serve on as many as 6 or more. By reducing this scattered work load through reorganization, Members will be relieved of many unrelated lines of legislation on their present hodgepodge of committee assignments in exchange for positions on one or two committees of greater responsibility and related legislative subject matter.

### 1. Reorganization of Senate Committees

**Recommendation:** That the 33 standing committees of the Senate be reorganized into 16, substantially as proposed by Senator La Follette.

Your committee, after studying many proposals for committee consolidation, believes that the recommendation for consolidating the 33 standing Senate committees into 16, based on Senator La Follette's proposal, offers the best chance for improving the committee structure of the upper House.

Under this plan, each Senator would be limited to membership on two standing committees. By permitting concentration on two major committee activities, much of the present waste of time and scattered attention would be avoided. Each committee would have work of sufficient importance to justify specialization in its particular lines of activity. Each standing committee should have power to act jointly with the corresponding committee of the House of Representatives.

Therefore, your committee recommends consolidation of existing Senate standing committees as follows:

<i>Existing committees</i>	<i>Reorganized committees</i>
Agriculture and Forestry.....	Agriculture.
Appropriations.....	Appropriations.
Audit and Control.....	Rules and Administration of the Senate.
Enrolled Bills.....	
Library.....	
Printing.....	
Privileges and Elections.....	
Rules.....	Banking and Currency.
Banking and Currency.....	
Finance.....	Finance.
Education and Labor.....	Labor and Public Welfare.
Finance (social-security jurisdiction).....	
Claims.....	Claims. <sup>1</sup>
Commerce.....	Interior, Natural Resources, and Public Works.
Indian Affairs.....	
Interoceanic Canals.....	
Irrigation and Reclamation.....	
Mines and Mining.....	
Public Buildings and Grounds.....	
Public Lands and Surveys.....	
Territories and Insular Affairs.....	Civil Service.
Civil Service.....	
Post Offices and Post Roads <sup>2</sup> .....	District of Columbia. <sup>1</sup>
District of Columbia.....	Expenditures in the Executive Departments.
Expenditures in the Executive Departments.....	
Military Affairs.....	Armed Services.
Naval Affairs.....	
Pensions.....	Veterans' Affairs.
Finance (veterans' jurisdiction).....	

<sup>1</sup> These two committees to be abolished after District self-government and judicial or administrative settlement of claims, recommended below, have been approved and effected.

<sup>2</sup> The post roads phase of this committee's work to be absorbed by the new Committee on Interior, Natural Resources, and Public Works.



<i>Existing committees—Con.</i>	<i>Reorganized committees—Con.</i>
Foreign Relations.....	Foreign Relations.
Interstate Commerce.....	Interstate Commerce.
Manufactures.....	
Patents.....	Judiciary.
Judiciary.....	
Immigration.....	

## 2. Reorganization of House Committees

**Recommendation:** That the 48 standing committees of the House be reorganized into 18, substantially as proposed by Representative Wadsworth.<sup>3</sup>

After considering many committee consolidation proposals made for the House, your committee believes that the proposal made by Representative Wadsworth offers, with one or two minor changes, the most practical and feasible arrangement. It would limit each of the Members of the House to one major committee assignment, and would regroup and redistribute the work-load so as to justify giving each reorganized committee the status of a major committee.

This regrouping would further permit an average membership of 23 on all major standing committees of the House, keeping the important Appropriations Committee at its present size of 43 members.

Your committee therefore recommends consolidating the existing committees of the House of Representatives as follows:<sup>4</sup>

<i>Existing committees</i>	<i>Reorganized committees</i>
Agriculture.....	Agriculture.
Appropriations.....	Appropriations.
Expenditures in the Executive Departments.....	Expenditures in the Executive Departments.
Banking and Currency.....	Banking and Currency.
Coinage, Weights, and Measures.....	
Civil Service.....	Civil Service.
Census.....	
Post Office and Post Roads.....	
District of Columbia.....	Public Works.
Flood Control.....	
Public Buildings and Grounds.....	
Rivers and Harbors.....	
Roads.....	Interstate and Foreign Commerce.
Interstate and Foreign Commerce.....	
Judiciary.....	Judiciary.
Patents.....	
Revision of the Laws.....	
Immigration and Naturalization.....	
Foreign Affairs.....	Foreign Affairs.
Labor.....	Labor.
Education.....	
Merchant Marine and Fisheries.....	Merchant Marine and Fisheries.
Military Affairs.....	
Naval Affairs.....	
Pensions.....	Veterans' Affairs.
Invalid Pensions.....	
World War Veterans' Legislation.....	
Public Lands.....	Public Lands.
Territories.....	
Irrigation and Reclamation.....	
Mines and Mining.....	
Insular Affairs.....	
Indian Affairs.....	

<sup>3</sup> Mr. Cox regrets that he is unable to join in this recommendation.

<sup>4</sup> This recommendation contemplates no change in the status of the present Joint Standing Committees on Internal Revenue Taxation, Printing, Library, and the Economic Report.

<i>Existing committees—Con.</i>	<i>Reorganized committees—Con.</i>
Ways and Means.....	Ways and Means.
Rules.....	Rules.
Accounts.....	} House Administration.
Disposition of Executive Papers.....	
Enrolled Bills.....	
Library.....	
Memorials.....	
Printing.....	} Would abolish these and transfer the jurisdiction of the Elections committees to the Committee on House Administration, and the functions of the Claims committees to the courts.
Election of President, Vice President, and Representatives in Congress.	
Elections No. 1.....	
Elections No. 2.....	
Elections No. 3.....	
Claims.....	} Un-American Activities.
War Claims.....	
Un-American Activities.....	

### 3. Jurisdiction of Committees

**Recommendation:** That House and Senate rules be amended to define clearly the jurisdiction of each reorganized committee so as to avoid overlapping and duplication and conflicts of jurisdiction.

Reorganization of the committees as recommended above will require a revision of the rules of the two Houses so as clearly to define the jurisdiction of the new standing committees. It is recommended that, as this is done, the jurisdiction of each reorganized committee be clearly defined so that overlapping and duplication will be eliminated. The definitions should enumerate the activities covered and describe their scope in terms of subject matter of legislation as well as the administrative organization of the Federal Government so that disputes over jurisdiction will be minimized or eliminated.

The major objective or predominant character of a bill, in the opinion of the presiding officers of the Senate and the House, should be controlling in determining the reference of bills to committees. We recommend the exercise of more care in the reference of Senate bills. A bill should be referred without regard to the author's service on any particular committee seeking jurisdiction when its subject matter does not normally lie in the defined province of that committee.

In redefining the jurisdiction of committees, great care should be taken clearly to resolve existing conflicts by specifying which committee shall have jurisdiction.

### 4. Legislative Oversight by Standing Committees

**Recommendation:** That the standing committees of both Houses be directed and empowered to carry on continuing review and oversight of legislation and agencies within their jurisdiction; that the power of subpoena be given them; and that the practice of creating special investigating committees be abandoned.

One of the most difficult problems studied by your committee was that of improving the relationship between Congress and the executive departments of Government. This was ordered in the joint resolution under which we have been operating and appears to your committee to be one of the important phases of our study.



While the Constitution directed the separation of powers between the executive and legislative branches, it did not intend them to go separate ways and in opposite directions. Each year the gulf between Capitol Hill and the departments widens. And without effective legislative oversight of the activities of the vast executive branch, the line of democracy wears thin. Only 1 man out of the 3,000,000 Federal employees is elected by and is responsible directly to the people.

Composed of the directly elected representatives of the people, Congress needs to improve its lines of communication, its relationships, its understanding of the departments. At present there is no regular machinery of cooperation between them, aside from inadequate informal conversations or correspondence or a full-dress investigation, by which the common problems of governmental policy can be surveyed.

Vast powers are often necessarily delegated to governmental agencies. Sometimes the laws are not clear or specific and sometimes a problem defies specific legal description and adequate limitation. A clear and continuing understanding of the objectives and methods of the departments should be achieved.

We feel that this oversight problem can be handled best by directing the regular standing committees of the Senate and House, which have such matters in their jurisdiction, to conduct a continuous review of the agencies administering laws originally reported by the committees. Frequent consultation with and reporting to the committees would greatly improve relationships between the executive and legislative branches.

Such review might well include a question period by the committee arranged with the help of a greatly improved committee staff. By this method an open channel of complaints of agency shortcomings or abuses of authority could be maintained so as to furnish all Members of Congress with a clearinghouse for bringing complaints to the attention of administrators through the proper legislative committees.

Directing the regular standing committees to carry on this supervisory function appeals to your committee as a better method than the appointment of numerous select investigating committees when situations have grown so difficult as to arouse public demand for correction or special study. We recommend that the practice of creating special committees of investigation be abandoned.

Each of the reorganized standing committees should be given the power of subpoena and should be authorized to undertake studies of matters within its jurisdiction either by full or subcommittee action. By directing its standing committees to perform this oversight function, Congress can help to overcome the unfortunate cleavage between the personnel of the legislative and the executive branches.

## 5. Committee Hearings and Records

**Recommendation:** That all committees set aside monthly docket days for the public hearing of Members who have bills pending before them; that committees set regular meeting days for the consideration of such business as the committee determines; that complete records of all committee proceedings (except executive sessions) be kept; that attendance records be kept; and that a record of the votes of all Members on bills and amendments when a record vote is demanded be printed in the Congressional Record.

Criticism of conditions that handicap the individual Member of Congress as well as committee members was voiced in our hearings. These include the frequent inability of a Member of Congress to obtain a hearing on legislation which he has introduced.

Hundreds of bills introduced by Members of Congress are never considered even for a brief period by the committees to which they are referred. In order to get a hearing by the committee having their legislation in charge, Members must informally solicit committeemen for the privilege of even a brief cursory appearance. This tends to bottle up legislation originating in Congress itself, while the right-of-way is generally given to legislation originating in the executive departments.

To correct this sometimes arbitrary discrimination against the bills of Members of Congress and committeemen themselves, we propose that a regular period each month be set aside by the standing committees when Members who have introduced bills may appear and publicly explain them, outline their support, and ask the full committee to decide whether extended hearings shall be held.

In order further to facilitate self-rule by the committees, it is recommended that each standing committee fix regular weekly, biweekly, or monthly meeting days when the committee will be in session at stated hours for the transaction of any business that committee members themselves may determine. Extra meetings in addition to the regularly stated sessions would be called by the chairman.

All committees should be required to keep a complete record of all committee proceedings, except executive sessions. Such records would include the attendance of Members at committee sessions and the votes of all members of the committee on bills and amendments on which a record vote is demanded. Such record votes should be printed in the Congressional Record.

## 6. Reporting of Bills

**Recommendation:** That committee chairmen be required to report promptly all bills approved by the committee and seek a rule to bring them to the floor for consideration.

In order to insure the carrying out of the will of the standing committees having jurisdiction of legislation, some change in the rules governing the reorganized committees is necessary.

We consider that each committee is a creature of the Congress and will have coequal standing with the other committees under the



recommended reorganization plan. Each chairman, even though he is the executive of the committee, should be bound by the decisions of its members as expressed in regular committee session. The withholding of legislation from the floor, through failure to report it to the Chamber or failure to obtain a rule making it in order for consideration by the Chamber, is not consistent with the authority and rights of the committee as expressed by its action and status.

We therefore recommend that, in the revision of the rules governing the reorganized committees, a chairman be required to report promptly to the Chamber any bill approved by his committee and to take such steps as will give the Chamber a chance to vote on it. But no committee should report out a bill unless a majority of the committee members actually are present and vote in favor of a report.

## 7. Limitation of Conference Reports

**Recommendation:** That conferees of the two Houses be limited to adjustment only of actual differences in fact between the two Houses and that matters on which both Houses are in agreement be not subject to change in conference.

Considerable testimony regarding the introduction by conferees of new material into conference reports, and the elimination or substantial change of legislation agreed to by both Houses, was presented during our committee's hearings. While the standing rules are clear regarding the limitation of conferees to the disagreements between the two Houses, parliamentary procedures make it possible for conferees completely to rewrite legislation substantially agreed upon in both Chambers.

This is done by one House striking everything after the enacting clause, substituting one over-all amendment, and thus technically placing everything in the bill in disagreement and therefore making it subject to complete revision by the conferees. This is clearly not the intent of the rule on conferences.

Therefore, your committee recommends that rules governing conferences be clarified and enforced so as to permit consideration only of sections or parts of a bill on which the Houses have, in fact, disagreed and to forbid conferees to change those parts of legislation agreed to by both Houses.

## 8. Digest of Bills in Reports

**Recommendation:** That a complete and understandable digest of a bill, together with legislative changes made by the bill, written in nontechnical language, accompany the committee report on each bill; and that this digest include a supporting statement of reasons for its passage, of the national interest involved, its cost, and the distribution of any benefits.

Complaint was received by the committee that much of the legislation now considered by Congress is so complex as to render difficult a complete understanding of its subject matter. Not only Members of Congress, but the press, the radio, and the interested public are

entitled to clear and concise explanations of legislation being considered by Congress. A clear outline of proposed legislation should be incorporated in the committee report accompanying a bill in nontechnical digest form. The report should also include supporting arguments for the passage of the bill as determined by the committee and a statement of the national interest involved in its passage. The report should also include estimates of the cost of carrying out the legislation and the distribution of the resulting burdens and benefits.

### 9. Expert Staffs for Committees

**Recommendation:** (1) That each reorganized legislative committee be authorized to employ four staff experts in its particular province; that employment be limited to persons qualifying under prescribed standards; that staff employees be not dismissed for political reasons; that staff employees serve on committee work only; and that all committee records and files be separately maintained by staff employees. (2) That present clerical personnel of committees be retained up to six per committee to serve as clerks and stenographers for the committee staff, two each to be available for committee-connected work in the offices of the chairman and ranking minority member.

The lack of skilled staffs for the committee work-shops of Congress was more complained of than perhaps any other matter before your committee. Such complaints came not only from Congress itself, but also were mentioned by almost every student of governmental affairs who appeared.

The shocking lack of adequate congressional fact-finding services and skilled staffs sometimes reaches such ridiculous proportions as to make Congress dependent upon "hand-outs" from Government departments and private groups or newspaper stories for its basic fund of information on which to base legislative decisions. Many comparisons could be drawn to illustrate the sad state of committee staffing and the lack of attention hitherto paid by Congress to this very important facility.

Your committee feels that, by considerably increasing the number and greatly improving the technical competence of committee staffs, Congress can make a great contribution to sound legislative decisions on matters involving the security and future welfare of the Nation. Just as the committee system is the most important arm of the National Legislature, so the committee staff and its competence will substantially determine the strength of this arm.

Aside from the appropriation committees (which will be considered below), we feel that each of the reorganized committees should be given at least four highly skilled professional staff members in addition to their present clerical staffs.

The four professional staff members should be paid salaries ranging between \$6,000 and \$8,000 a year, large enough to command a high level of technical skill, and appointment to these positions should be so restricted that only persons with adequate experience and understanding of the committee's work can qualify.

We recommend that such personnel be eligible for appointment solely on merit and have qualifications to be determined by the



director of congressional personnel (proposed later in this report). They should be appointed without regard to political affiliation and only persons whose qualifications are approved by the director of congressional personnel should be eligible for appointment by the committee. The staff members would be considered permanent employees of the Congress and should not be dismissed for political reasons.

Your committee realizes the difficulty in presenting a blueprint of the specific positions on each of the reorganized committees. Some committees will need two skilled attorneys and two economists; others will require a different division of skill and training. We feel that that is a matter of committee policy that must be made to fit the individual needs of the committees. The success of the addition of staff personnel will be determined by the planning of the job to be done by each staff member, and by the qualifications of the men chosen.

We further recommend that present clerical and stenographic personnel attached to the standing committees be retained for each reorganized committee up to a maximum of six clerks, but that the position of committee janitor be abolished. Two of these clerks, or others to be employed, should be attached to the office of the chairman, two to the ranking minority member, and two to the professional staff. They will be available to handle the committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work. It is suggested that the clerical staffs of committees be paid salaries ranging between \$2,000 and \$6,000 a year.

Professional staff members, as distinguished from clerical and stenographic personnel, should work only on matters of strictly committee business and the assignment to them of other congressional office duties should not be permitted.

All committee records, data, charts, and files should be kept distinct and separate from the congressional office records of the member serving as chairman of the committee. Committee records should be the property of the Congress and continuing access to them should be given to all members of the committee and Congress.

In addition to the staff employees authorized, committees at any time should be able to draw on the Legislative Reference Service for additional skilled assistance for limited periods of time when committee work is heavy. It is contemplated that skilled personnel will be employed by the Reference Service in order to provide for these part-time aides to assist the standing committees. (A later section of this report deals with the improved staffing of the Legislative Reference Service.)

No committee should be allowed to borrow personnel or experts from executive agencies without the express permission of the Committee on Administration. We feel that the current custom of borrowing personnel is neither economically sound nor politically wise. Whatever staff Congress needs should be employed by Congress itself with qualifications meeting our specifications and they should work for Congress alone. We do not see the sense of appropriating money to Government agencies and asking them to hire the personnel we need.

Once the standing committees have been reorganized and expertly staffed, it will be possible to plan and conduct committee hearings more efficiently. At present hearings are often held with little advance preparation and are largely occupied by the reading of prepared statements by the witnesses. This procedure consumes precious committee time and leaves little for questions and answers. We suggest that the practice be adopted of requiring all witnesses before congressional committees to file statements of their testimony in advance and to limit their oral presentations to brief summaries of their main points. Part of the job of the expert committee staff would be to prepare digests of these statements in advance of the hearing and to brief the committeemen on the questions to be asked each witness. In this way the tedious oral repetition of written testimony could be avoided, much valuable time would be saved, and the conduct of committee hearings could be greatly expedited. Moreover, the record as presented to Congress, the press, and the public would be greatly improved.

### 10. Expansion of Legislative Counsel

***Recommendation:*** That present appropriations to the Office of Legislative Counsel be expanded from \$90,000 per year to \$150,000 per year for the next 2 years; with further expansion later.

Testimony generally agreed that the work done by the Office of Legislative Counsel, within its present limitations, is very valuable and constructive. So successful has this work been in furnishing expert legal talent to the standing committees and to the conferees that many Members have asked for its expansion so as to make these bill-drafting services available to all the committees and Members of Congress. At present only 12 attorneys and law clerks compose the combined staff of the office at a total annual cost of \$90,000.

Much of the testimony heard by your committee dealt with the origins of legislation. It is well known that the formulation of legislation is no longer exclusively a congressional concern. For most bills introduced Members are merely conduits for the executive departments, private organizations, and individual constituents. More than half of the bills dropped into the "hopper" originate in the Federal departments and bureaus and are later revised in committee to accord with congressional views. Executive initiative in law making finds its fundamental warrant in the constitutional provision that the President—

shall from time to time give to the Congress information on the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient.

Although comparatively little legislation originates in Congress today, that body is still responsible for sifting, testing, and debating all legislative proposals wherever they come from and for determining the final shape of public policy. Congress must decide what bills are to be considered and approved and what the legislative policies of the Nation are to be. The executive branch formulates and executes. The legislature determines policy and evaluates its performance. We feel that Congress should play a larger part in preparing



legislation and determining national policy, and that it should place less reliance on bills drafted by interested departments and other groups seeking legislation.

By the progressive expansion of the Office of Legislative Counsel this will become possible. Skilled bill draftsmen, understanding legislative methods and procedures, can add much to clarity of expression, standardization of form and style, and proper construction of proposed legislation. We recommend that for the next 2 years the appropriation to this Office should be increased to \$150,000 and that provision be made for further expansion for the 2 years following. Part of this increase could well be used to expedite the revision and codification of the permanent statutes as recommended by many Federal judges and bar associations.

## II. MAJORITY AND MINORITY POLICY COMMITTEES

Strong recommendations were made to your committee concerning the need for the formal expression within the Congress of the main policies of the majority and minority parties. These representations called for some mechanism which could bring about more party accountability for policies and pledges announced and made in the national platforms of the major political parties.

These recommendations were based on the theory that in a democracy national problems must be handled on a national basis. Only through the expression of the will of the people by their support of political parties on the basis of their platform pledges can the majority will be determined. Likewise the minority viewpoint is also expressed in support of the minority platform.

No one would claim that representative democracy as we know it today could exist without majority and minority parties. The 435 voices of the House and the 96 of the Senate would be a confused babel of conflicting tongues without party machinery. Instead of unorganized mob rule where the strength of varying viewpoints cannot be measured or determined, party government furnishes a tug-of-war in which the direction and strength of opposing viewpoints can be more or less accurately measured and weighed.

Under the American party system there are always two main groups, each checking the other and offering the choice of alternative courses of action. Around these two groups Congressmen can rally and express themselves, helping in party caucuses to determine the policy for their group.

Your committee recognizes the need for freedom of action on the part of the individual Member of Congress and his right to vote at any time against the announced policy of his party. But we feel that if party accountability for policies and pledges is to be achieved, stronger and more formal mechanisms are necessary. The present steering committees, an informal and little-used device, seldom meet and never steer.

We recommend that these be replaced with the formal establishment in the House and the Senate of majority and minority policy committees. The majority policy committees of the two Houses would meet jointly at frequent intervals, as would those of the minority, to formulate the over-all legislative policy of the two parties. The majority policy committee of each House would also hold frequent

meetings to consider its role in expediting consideration and passage of matters pledged to the people by their party.

On issues where party policy is involved the decisions of these policy committees would be formally announced in the proceedings of Congress and formal records would be kept of such decisions. No member of either party would be required to follow such announced party policy except as he chose to do so. Each member would be free to vote as he saw fit, but the record of his action would be available to the public as a means of holding both the party and the individual accountable.

## 1. Creation of Policy Committees

**Recommendation:** That both the House and the Senate establish formal committees for the determination and expression of majority policy and minority policy. Each of these four committees would be composed of seven members appointed in its entirety at the opening of each new Congress. The majority and minority policy committees in both Houses would be appointed by their respective majority and minority conferences.<sup>5</sup>

We feel that, in the establishment of such policy committees, the Congress chosen at the last general election should be controlling and that the policy-committee membership should therefore be chosen at the beginning of each new Congress. Membership on all policy committees would automatically expire at the close of each Congress.

## 2. Joint Legislative-Executive Council

**Recommendation:** That the majority policy committees of the Senate and House serve as a formal council to meet regularly with the Executive, to facilitate the formulation and carrying out of national policy, and to improve relationships between the executive and legislative branches of the Government.<sup>5</sup>

In order to narrow the widening gap between the executive and the legislative branches, we recommend that the Senate and House majority policy committees serve also on a formal council to meet at regular intervals with the Executive and with such members of his Cabinet as may be desirable, to consult and collaborate in the formulation and carrying out of national policy and to improve relationships between the two branches of the Government.

Improved understanding of each other's problems will be promoted by consultation before legislation is introduced to carry out pledged party promises and on matters of high administration policy. By giving congressional leaders a part in the formulation of policy, instead of calling upon them to enact programs prepared without their participation, better cooperation can be obtained.

It would also be desirable, we think, to include the minority policy committee from time to time in these joint conferences on broad questions of foreign and domestic policy as a further means of promoting mutual understanding and harmony between the legislature and the Executive.

<sup>5</sup> Mr. Cox regrets that he is unable to join in this recommendation.



The Legislative-Executive Council also would enable Congress to approach more directly the solution of difficulties and complaints resulting from administrative action. Formalizing the relationships between these two great branches of the Government, we believe, will improve and strengthen the performance of each.

### 3. Staffing of Policy Committees

**Recommendation:** That the majority and minority policy committees of each House receive \$30,000 per year each for the maintenance of a high-grade secretariat to assist in study, analysis, and research on problems involved in policy determination.

With the formal recognition of the policy committees and of their part in formulating majority and minority policy, adequate staffs should be provided by the Congress for their use.

Careful study and research will be needed in order to arrive at sound decisions. To strengthen party machinery without giving it the tools to aid in policy making would be an idle gesture. The better equipped each party is adequately to survey the issues before making its decisions, the better these decisions will be.

Therefore, your committee recommends that the majority and minority policy committees of each House receive \$30,000 per year each for the maintenance of their secretariats. Freedom of choice should be given the policy committees to select their own staffs, but no salary should be paid to any policy committee employee, we think, in excess of \$8,000 per year.

## III. RESEARCH AND STAFF FACILITIES

The same lack of expert research help that exists among congressional committees (mentioned in sec. I) exists throughout the Congress. While committees must be strengthened by adequate staff help, research facilities for individual Members should also be improved. To strengthen the committees without giving Members access to staff aids would accomplish only half the job.

The problems of government and legislative policy making have become increasingly complex with the passing years. Before World War I a Member of Congress could equip himself fairly well through personal study to understand the facts of an issue. But today's problems are far too complex and too numerous to rely only on self-help. Facts, data, and statistics must be collected, briefed, and digested from many sources if the individual Member is properly to inform himself.

The Nation must not be left to rely on lawmakers whose only sources of information on which to base important decisions are the daily press, casual magazine articles, or hand-outs from business groups and governmental agencies. A pure and unbiased stream of information is necessary for the making of sound decisions.

Since 1919 Congress has been using the research facilities of the Legislative Reference Service. But that Service has long been hopelessly understaffed and underpaid. No director of any large national corporation would be satisfied with a research department costing only \$198,000 and employing but 75 persons, only one-third of whom are at professional grades. Yet these are the present inade-

quate research resources of a Congress charged with legislating, inspecting, and providing for a public enterprise employing nearly 3,000,000 persons and costing in postwar years \$25,000,000,000 or more.

### 1. Enlargement of Legislative Reference Service

**Recommendation:** That the Legislative Reference Service in the Library of Congress be expanded by increasing its appropriation for the fiscal year 1947 to \$500,000, to \$650,000 for the fiscal year 1948, and thereafter to \$750,000 per year, in order to furnish skilled research assistance to Members of Congress, and to serve as a pool of experts to assist the committees of Congress.

Your committee recommends that the Legislative Reference Service be immediately increased in size and scope more adequately to serve the individual Members of Congress, and also to provide a pool of experts available for use by the committees of Congress.

We recommend that the annual appropriations for this Service be increased in the fiscal year 1947 to \$500,000, to \$650,000 for fiscal 1948, and thereafter to \$750,000 per year. We believe that the expansion of the Service should be as rapid as well-qualified personnel can be obtained, but that special care should be taken to secure competent research personnel and experts of wide knowledge and training in the various fields of congressional policy making.

We also urge that great care be taken in reorganizing the improved Service so that the best possible assistance can be obtained by Congress. Presentation of data and digests of bills and hearings should be especially designed to fit the needs of the individual Member of Congress.

We further recommend that two top-flight assistants from the Legislative Reference Service be assigned to the Press and Radio Galleries of the two Houses to assist representatives of the press and the radio in reporting the proceedings of Congress by making available relevant records, debates, and background data, and to summarize and digest public hearings before committees.

### 2. Relieving Members of Nonlegislative Work Load

**Recommendation:** That each senatorial and congressional office be authorized to employ a high-caliber administrative assistant at an annual salary of \$8,000 to assume nonlegislative duties now interfering with the proper study and consideration of national legislation.

Testimony introduced during our hearings estimated that as high as 80 percent of the average Member's time is spent in nonlegislative work. Expansion of governmental activities during the past 25 years has vastly increased the volume of correspondence and the requests for service from the Member's home State and district.

Many of these time-consuming details and errands must be serviced somewhere if the people are to continue to have a clearinghouse for their problems in the Nation's Capital. While it is true that the Constitution does not place this burden directly upon the Congress, nevertheless service to constituents has long been an accepted part of the job of a Member of Congress.



A small part of such service is useful in helping to untangle many problems that would otherwise receive cursory or scant attention. No other governmental agency could perform this function so cheaply or with the patience, understanding, and personal interest of congressional offices. It affords one of the few remaining direct contacts between the citizen and his elected Representative. Constituent inquiries also serve to keep Members alert to problems arising under legislation passed by Congress or from the operation of administrative programs. Your committee has studied ways of divesting Members of some of this nonlegislative work load. We find it is neither possible nor advisable to eliminate this service now performed by congressional offices. But the rendering of this service requires increased help in Members' offices in order that they may have adequate time for their duties as national legislators.

At various times Congress has increased Members' stenographic and clerical help as the work load of services to constituents has increased. But we have done nothing to transfer from Members' shoulders the principal burden of this nonlegislative business. Through the appointment of a competent assistant capable of assuming a large part of this service burden, Members can be released for the performance of their legislative duties.

Therefore we recommend that each congressional office be authorized to employ a high-caliber administrative assistant at \$8,000 per year whose duty would be to relieve the Member of a substantial part of the nonlegislative work load and departmental business now carried by the individual Congressman.

### 3. Establishment of Congressional Personnel Office

**Recommendation:** That an Office of Congressional Personnel be established to provide Congress with a modern personnel system for all its service employees; to establish qualification standards, job classifications, tenure of employment, regular rules for promotion and pay increases, leave, retirement, etc. The Office of Congressional Personnel should be directed to eliminate duplicating and overlapping service and to regroup service offices and employment responsibility under one central division for each particular type of service; to appoint the housekeeping employees of Congress; and to notify the Secretary of the Senate, the Clerk of the House, and the disbursing officer of all such appointments.

Much testimony was received from Members and others regarding the inefficiency and obsolescence of present methods of personnel administration in the Senate and House (as distinguished from Members' offices). We believe the situation can be corrected only by the establishment of an entirely new office within the Congress.

Congress lacks a personnel system. Employees are hired by various officials without any uniform standards of employment and with little regard to rights of tenure. Promotions and pay increases can be obtained only by changing jobs or by the cumbersome and unsatisfactory method of the enactment of special legislation. These conditions preclude the application of recognized and well-tested personnel practices used in private employment and in the executive branch of the Government.

Employment authority is hopelessly confused when, for example, as many as three different offices have supervision of elevator operators. Dozens of cases were found where persons doing substantially the same work were paid at different scales.

Such a lack of system can lead only to duplication of services, underpaid personnel, overstaffing in some sections and understaffing in others, and a wide variety of pay scales that are almost ridiculous in their extreme. It seems absurd to maintain three disbursing offices in the Capitol, but still charge citizens who visit the Nation's Capitol a fee to pay for guides. It is inconsistent to require business organizations and Federal departments to provide retirement systems for their employees and still leave many employees of Congress without old-age protection.

In brief, the entire situation relating to congressional employment is so chaotic that we feel that only by setting up an Office of Congressional Personnel can these services be regrouped, offices consolidated, employment standards established, tenure of office assured, and a proper job-classification system devised.

Therefore, we recommend the establishment of an Office of Congressional Personnel whose Director should be paid \$10,000 per year. We suggest that he be appointed by the majority and minority leaders of both Houses acting jointly.

The first duty of the Director of the Office of Congressional Personnel would be to establish a modern personnel system for all employees of the House and Senate, covering qualification standards, job classifications, tenure of employment, regular rules for promotions and pay increases, leave, retirement, etc. He should be especially directed to study overlapping and duplicating services within the legislative establishment and to arrange for the establishment under unified management of a (1) central disbursing and auditing office (including provision for standardization of committee travel and per diem allowances); (2) central document room; (3) central mailing room; (4) central post office; and (5) central service management for all the Capitol buildings and grounds, including policing, janitors, and guides.

We further recommend that all service employees of the Capitol and the Congress be eligible for appointment only on a merit basis to be established by the Director of Personnel and that the patronage system be abolished in these positions. While officers of the House and Senate would still be allowed discretion of selections, no one could be employed who was not certified as qualified by the Director of Personnel. The same condition would apply to the technical staffs recommended heretofore for the House and Senate committees.

#### 4. Creation of a Stenographic Pool

**Recommendation:** That the Director of the Congressional Personnel Office recommended above be authorized to establish a stenographic pool upon which Senators and Representatives may draw during busy seasons when the clerical facilities of their offices are unable to keep abreast of the flow of mail.

In recent years the volume of mail and constituent inquiries and requests coming into congressional offices have greatly multiplied. The tide of incoming mail has risen during the past generation from a



few score to literally hundreds of letters a day. War and postwar problems have swelled this tide to unprecedented proportions and there is no prospect of any diminution in it. The volume of this traffic varies, to be sure, from season to season and office to office, with changing conditions and the size of constituencies. A uniform general increase in the individual Member's clerk-hire allowance would thus meet the needs of the busiest offices, but exceed the requirements of others.

Numerous Members of both Houses have appealed to your committee to suggest some effective and economical solution of this problem. After considering and deliberating upon it, we have come to the conclusion that the most satisfactory form of relief would be to set up a stenographic pool in the Senate and House Office Buildings upon which Members could draw during peak periods when their existing clerical facilities are inadequate to their needs. This is a common practice in the Government departments and in private business. It would provide temporary assistance for overworked office staffs during busy seasons without unnecessarily enlarging the clerical facilities of every Member on a full-time basis. We recommend, therefore, that the Director of Congressional Personnel be authorized to establish a stenographic pool and make its facilities available, within proper limits, to the membership of Congress.

#### IV. STRENGTHENING FISCAL CONTROL

Control of the purse for all Federal governmental activities is one of the major functions of Congress. Numerous witnesses appeared and recommended various changes designed to strengthen the position of Congress in relation to fiscal affairs.

These recommendations stressed the need for the adoption each year of an over-all fiscal policy that would consider both the income and expenditures of government. It was pointed out that control over revenues and expenditures is divided not only between the House and Senate, but also within each House between its revenue and appropriating committees. Neither of the two appropriations committees imposes any over-all limitations upon its total appropriations before the individual supply bills are voted on by the Houses. Nor do they attempt to coordinate appropriations with revenues so as to fix an over-all fiscal policy for the year.

With this divided authority existing not only between the appropriation committees of each House, but also among their many subcommittees, and among the revenue-raising committees, how could Congress have a general fiscal policy or follow it if it had one?

Other recommendations called not only for strengthening the staffs of the important Appropriations Committees and their subcommittees, but made several suggestions for basic changes in methods of controlling expenditures, improving auditing procedures, and developing better administrative management in Government agencies.

Your committee agrees that primary responsibility rests with Congress to improve legislative control over governmental expenditures and that means must be provided to permit a closer scrutiny of them, not only by the committees charged with this duty, but also by the individual Members and Congress itself.

Your committee believes that Congress has not adequately equipped itself to resist the pressure of departments and agencies in behalf of larger expenditures. We have equipped the agencies with ample funds to collect and present evidence to support their appeal for larger sums or to forestall reductions. But we have failed to implement Congress with adequate facilities for scrutinizing these justifications.

### 1. Adoption of Annual Federal Budget Totals

**Recommendation:** That by joint action the Revenue and Appropriations Committees of both Houses submit to the Congress within 60 days after each session opens (or by April 15) a concurrent resolution setting over-all Federal receipts and expenditures (estimated) for the coming fiscal year. If total expenditures recommended exceed estimated income, Congress should be required by record vote to authorize creation of additional Federal debt in the amount of the excess. All appropriations, excepting those of a permanent nature, interest on the public debt, veterans' pensions and benefits, trust expenditures, and public-debt retirement, would be reduced by a uniform percentage in case total appropriations exceeded the amount of the approved budget figure.

Congress now supervises the world's largest enterprise without any coordination between its revenue-raising and appropriating committees. Neither, so far as congressional machinery is concerned, gives any consideration to the relationship between income and expenditures. The appropriations committees are not required by statute or rule to keep total outgo within anticipated income.

Your committee believes that only through the determination each session of a definite congressional policy on fiscal matters limiting the total amount to be appropriated can aggregate income and expenditures be properly related.

We therefore recommend legislation that will require the passage each year of a concurrent resolution setting forth total estimated receipts and expenditures for the coming fiscal year, before appropriations made by the Congress are valid.

We recommend that the revenue and appropriations committees of each House acting jointly be required to submit to each House, within 60 days after the opening of a congressional session (or by April 15), a concurrent resolution which would set out the anticipated receipts as estimated by the revenue committees, and the total amount of Federal expenditures as estimated by the Appropriations Committees for the next fiscal year.

In the event, after consultation and investigation, that the appropriations committees are unable to bring anticipated expenditures within estimated receipts, a record vote expressing the policy of the Congress to create additional Federal debt in the amount of the excess would be required. The budget resolution would have to be approved by both Houses before any appropriation for the next fiscal year would be valid.

Should total appropriations later be found to have exceeded the total budget figure as set by the Congress, all appropriations except



permanent appropriations and those for servicing the public debt, for veterans' pensions and benefits and trust expenditures, would be automatically reduced accordingly by a uniform percentage designed to bring total appropriations within the over-all limit previously fixed.

The basic legislation to provide for over-all budget control should provide, however, that these limitations would not apply during times of war emergency.

## 2. Organization and Staffing of Appropriations Committees

**Recommendation:** That all appropriation bills be fully and carefully considered by the full Appropriations Committees of both Houses; that the present practice of holding all Appropriations Committee hearings in executive or secret sessions cease; that committee hearings and reports on appropriation bills be laid before the House and Senate a minimum of three legislative days before their floor consideration; that a uniform appropriation classification be devised and incorporated in the hearings; that four qualified staff assistants be assigned to each of the appropriation subcommittees to serve both the majority and minority members; and that modern accounting machinery and equipment be provided for each committee staff.

Your committee is of the opinion that, by greatly strengthening the House and Senate Appropriations Committees, a vast amount of money now wastefully expended can be saved without materially diminishing essential governmental functions. Indeed, there is little hope for carefully considered reductions in appropriations without definite and fundamental improvements in both House and Senate Appropriations Committee procedures and practices.

It is with a feeling of hesitation, yet with a sense of duty, that your committee makes a critical analysis of Congress' antiquated and inadequate appropriating machinery and practices.

The House Appropriations Committee, where all appropriation bills originate, now functions more as a group of independent subcommittees than as one unified committee. For instance, a bill appropriating funds for the Department of the Interior is considered by the Interior Department subcommittee. This subcommittee holds hearings in executive session from which are excluded not only the public and the press but all other Members of Congress, even the other 35 members of the Appropriations Committee who are not members of this subcommittee. Members of Congress, including members of the Appropriations Committee (other than members of that particular subcommittee) as well as the public or press, have little knowledge of what transpires within the subcommittee until the bill is reported. Opposition to the requested appropriation which, if informed through open hearings and publicity, might give much beneficial information and suggestions to the subcommittee, to the full Appropriations Committee and to Congress, is thereby stifled or, at best, put at a decided disadvantage.

Moreover, your committee is informed that the consideration of appropriation bills by the House Committee on Appropriations is perforce rather perfunctory. The full committee does not consider it necessary to give bills the same detailed examination they have already



received in subcommittee. Here also all consideration is in secret session.

We understand that the usual procedure in the House Appropriations Committee, when a subcommittee reports, is for the subcommittee chairman and the ranking minority member to present a brief summary of their report to the full committee. After brief consideration and opportunity for amendments, the bill is then promptly reported to the House. In practice, careful consideration of the measure is thus limited to the members of the subcommittee in charge, upon whose judgment the full committee generally confidently relies.

Reports of the full committee on major bills customarily reach the floor soon after committee approval. Under these circumstances, the findings and printed hearings on appropriation bills are usually not available for careful and sustained study by the membership at large before the bills are reported to the House for its action. The hearings are naturally massive in size and complex in detail. As a result, it is not easy for Members of the House fully to inform themselves on the complex contents of appropriation bills before they come up for final action on the floor.

We believe the work of the Appropriations Committees is so vital that they should be the best equipped of any committees of the Congress, for on their judgment hangs the expenditure of billions of public money.

At present the entire Appropriations Committee of the House has only eight overworked clerks and the Senate Appropriations Committee has nine. A few investigators and accountants are borrowed from time to time to augment this meager staff on a part-time basis.

Therefore we recommend that the full committee and each subcommittee of the Appropriations Committees of the two Houses be given four expertly trained staff assistants. These staff assistants would be certified for employment by the Director of Congressional Personnel as meeting high standards for that particular work, and would be paid on the same scale as other committee staff experts. Two would be assigned to the chairman of the appropriations subcommittee and two to the ranking minority member to aid them in careful study and scrutiny of budget requests with a view to reducing any unnecessary expenditures.

We further recommend that the present practice of holding all full committee meetings and all subcommittee hearings in secret or executive session be abolished except executive sessions for marking up the bills and for voting or where national security demands secrecy. All other hearings should be open to Members of Congress, the press, and the public.

We also recommend that printed committee hearings and reports on appropriation bills be laid before each house a minimum of three legislative days before floor consideration of the bill will be in order.

We further recommend that a standard appropriation classification schedule be devised which will clearly define in concise and uniform accounts the subtotals asked by agencies for their operation. Uniform classification of agency estimates by character and object should permit comparisons of expenditures by character and object as well as by organization units. This "show-case accounting" schedule should precede each agency's request for funds in the printed hearings.

Modern mechanical accounting and tabulating machines should be provided for the committee staff to assist them in the preparation of data and comparisons of agency and departmental expenditures.

### 3. Service Audits by Comptroller General

**Recommendation:** That the General Accounting Office be directed to submit each year a general service audit of each agency of government (including government corporations), furnishing information to the Congress on the general financial operation of the agency and its care in handling governmental funds.

The General Accounting Office was set up as an arm of the Congress to improve the auditing of all governmental accounts. It has undoubtedly served a valued purpose in carefully checking all governmental expenditures to see that they come within the law and that amounts claimed are due.

We recommend, however, that the scope of the work of the General Accounting Office be enlarged to include a service audit of the agencies of government. Such a service audit should include reports on the administrative performance and broad operations of the agency, together with information that will enable Congress to determine whether public funds are being carelessly, extravagantly or loosely administered and spent. In most cases the present detailed audit of items does not reveal the general condition of the agency's operation. With additional help and from information secured through its routine checks on expenditures, we believe such an audit and report will be very helpful in improving careful administration of public funds.

The reports of the Comptroller General would be submitted to the Committees on Expenditures in the Executive Departments, to the Appropriations Committee of each House, to the legislative committees having jurisdiction over the agency, and to each of the majority and minority policy committees of the two Houses.

### 4. Discontinuance of Indefinite Appropriations

**Recommendation:** That all appropriations be in definite amounts and that the custom of reappropriating unexpended balances be discontinued except for continuing public works; that transfer of funds between agencies and departments be discontinued; and that all regular governmental agencies and departments be placed on a uniform basis of returning to the Treasury income from sales or services.

One of the first requirements of a proper appropriation is that it be definite and specific as to the exact amount being appropriated. For many years Congress has been departing from this well-recognized rule of legislative control in several ways which in effect deny to the Congress the full control of the purse strings of government.

Fiscal housekeeping can be greatly strengthened by eliminating some of these practices so as to give an effective system of financial control. We do not advocate further limitations on specific appropriation items for minor amounts, but we feel that these various



accounts, when properly standardized by the Appropriations Committees, could be of even a broader, more inclusive nature. And we strongly believe that the amounts of money appropriated should be definitely set out in all appropriation bills.

Therefore, we recommend that the practice of reappropriating unexpended balances be discontinued, except in the case of continuing appropriations for public works, and that unexpended balances revert to the Treasury as provided by law. The new amounts appropriated each year should indicate the total money available to each agency.

We also recommend that the current practice of permitting transfer of funds between appropriation accounts and organization units be discontinued.

We further recommend that a uniform system of control be perfected by the appropriations committees so as to cover into the Treasury all funds resulting from the sale of Government property or services by all regular Federal departments and agencies.

### 5. Legislation on Appropriation Bills

**Recommendation:** That the practice of attaching legislation to appropriation bills be discontinued; that the rules be tightened effectively to prevent under the parliamentary guise of "economy limitations" amendments which are, in fact, designed to effect legislative changes; that the Comptroller General survey various limitations on appropriation bills to determine those which require more money to carry out than they save; and that the Appropriations Committees study means for limiting any increase in permanent appropriations.

The practice of attaching legislation to appropriation bills is often destructive of orderly procedure. Riders obstruct and retard the consideration of supply bills. Sometimes they contradict action previously approved in carefully considered legislation.

In most cases such legislation is adopted under the parliamentary guise of "limiting provisos," avoiding points of order that would be raised against them by purporting to restrict the spending of Government funds. These practices, when used for purposes other than to effect real economies, should be prohibited by a tightening of the rules.

Otherwise the regular jurisdiction of the standing committees of the House and the Senate will continue to be impinged upon by the appropriating committees. Much added work in Government departments and by private attorneys is caused by attaching legislative riders on appropriation bills.

We further recommend that the Appropriations Committees seek to restrict limiting amendments to those which genuinely effect economies. Sometimes the limiting amendments require far greater expenditure of funds to comply with the limitations imposed than would otherwise be necessary. We recommend that the Comptroller General be requested to make a study of this type of extravagant "economy limitations" with a view to eliminating those which add to Government expense rather than reduce it.

We further recommend that the Appropriations Committees make a study of existing permanent appropriations with a view to strictly limiting and safeguarding the list (of permanent appropriations) from



hastily considered additions. Permanent appropriations encumber future revenues and only after very careful consideration should any items be added to this select and privileged list.

## V. MORE EFFICIENT USE OF CONGRESSIONAL TIME

A vast amount of testimony revealed a high percentage of congressional time is devoted to matters of purely local or petty importance. More time is consumed in serving as the city council for the District of Columbia than is spent on matters involving great importance to the Nation. Private claims bills and inconsequential legislation dealing with local affairs and matters only slightly related to national policy take an excessive amount of congressional time from consideration of national affairs.

Your committee believes that Congress should jealously guard its time for ample debate and consideration of matters of national and international importance. It seems hardly consistent to hear the excuse that congressional calendars are too crowded to take up and discuss issues of great national interest when so much time is devoted to these minor matters.

Because of lack of congressional time, many matters of a policy nature are decided by executive departments and bureaus. The delegation of powers to make rules and regulations governing the operation of many programs is a common practice. Yet Congress still tenaciously clings to many insignificant details which could be far better handled by the executive departments and the courts.

Congress is drifting away from its traditional function as a truly representative assembly. Prolonged sessions resulting from improper organization of the work-load—and the consideration of many petty details—are keeping Members away from the people they represent for more than 10 to 11 months out of every year.

### 1. Self-Rule for District of Columbia

***Recommendation:*** That Congress divest itself of the duty of governing the District of Columbia and provide for a referendum on adoption of self-government by city charter.<sup>6</sup>

The Nation cannot afford the luxury of having its national legislative body and the District committees in both the House and Senate perform the duties of a city council for the District of Columbia.

In order to relieve Congress of this extraneous work-load and enable it to devote full attention to national legislation, we recommend that a plan for self-rule for the District of Columbia be provided as early as possible.

We do not assume the responsibility of suggesting what plan should be adopted for handling the municipal affairs of the District, but we do recommend that steps be taken immediately to provide for establishing a commission of Washington residents to prepare a suitable city charter and that it be submitted by referendum to the citizens of the District for their approval or rejection.

We recommend that Congress authorize this referendum as soon as a satisfactory self-government city charter is drafted and that on its adoption legislation be introduced to make it effective.

<sup>6</sup> Mr. Russell dissents from this recommendation.

## 2. Delegation of Private Claims

**Recommendation:** That Congress delegate authority to the Federal courts and to the Court of Claims to hear and settle claims against the Federal Government; and that Government agencies and departments be empowered to handle local and private matters now provided for in private bills, such as private pension bills and legislation authorizing construction of bridges over navigable streams.

Congress is poorly equipped to serve as a judicial tribunal for the settlement of private claims against the Government of the United States. This method of handling individual claims does not work well either for the Government or for the individual claimant, while the cost of legislating the settlement in many cases far exceeds the total amounts involved.

Long delays in consideration of claims against the Government, time consumed by the Claims Committees of the House and Senate, and crowded private calendars combine to make this an inefficient method of procedure.

The United States courts are well able and equipped to hear these claims and to decide them with justice and equity both to the Government and to the claimants. We, therefore, recommend that all claims for damages against the Government be transferred by law to the United States Court of Claims and to the United States district courts for proper adjudication.

We further recommend that private pension bills and other bills dealing with purely local and private matters, including the authority to construct bridges over navigable streams, be delegated to the proper agencies of government for final determination.

## 3. Limitations on Sessions of Congress

**Recommendation:** That Congress provide for a regular recess period at the close of each fiscal year to insure the return of Members to their constituencies at definite intervals each year.

Representative democracy cannot remain truly representative if elected Members are required to remain away from their constituencies for long periods of time. In recent years the sessions of Congress have been nearly continuous and both the Senators and Representatives and the people they represent have been denied the interchange of ideas so necessary to our system of government.

Proper functioning of the Congress as a representative body demands that the Members serve not as residents of Washington but as citizens of their respective States and districts, with intimate first-hand knowledge of the problems of the places they represent. Their return is not required for "fence building" or "vacations," but is in fact the essence of representative democracy.

We, therefore, recommend that Congress provide by law for a definite recess period to begin at the close of each fiscal year and that Congress reconvene on October 1 (or September 10). Such recess arrangements would, of course, be suspended in case of national emergency. Congress could be reconvened at any time upon the call of its



leaders or the President could call a special session. With a regular recess date fixed, the program of Congress would be better organized and the consideration of legislation greatly expedited.

#### 4. Experiment With Meeting Schedules

**Recommendation:** That Congress experiment with changing schedules for meetings so as to provide alternately three full days for committee meetings and three full days for Chamber sessions; and that Congress experiment with evening sessions.

Many suggestions were made by witnesses for changes in the legislative schedules of Congress. We feel that it is entirely proper for Congress to experiment with some of these suggested changes in order to determine whether a change of schedule might be beneficial.

We respectfully suggest experimentation by the leadership of the two Houses in dividing the workweek, reserving 3 days for morning and afternoon hearings by committees, possibly with evening sessions on these days, and 3 days for sessions in the Chambers for legislative work. Sessions in the Chambers could be held either on three consecutive days or could alternate with days reserved for committee meetings.

We also recommend that the rules of the Senate be amended to provide that no committee shall sit during the sitting of the Senate, without special leave. The House of Representatives adopted such a rule in 1794.

### VI. REGISTRATION OF ORGANIZED GROUPS

Your committee heard many complaints during its hearings of the attempts of organized pressure groups to influence the decisions of Congress on legislation pending before the two Houses or their committees.

We fully recognize the right of any citizen to petition the Government for the redress of grievances or freely to express opinions to individual Members or to committees on legislation and on current political issues. However, mass means of communication and the art of public relations have so increased the pressures upon Congress as to distort and confuse the normal expressions of public opinion.

A pure and representative expression of public sentiment is welcome and helpful in considering legislation, but professionally inspired efforts to put pressure upon Congress cannot be conducive to well considered legislation.

The problem of safeguarding this free expression of the will of the people from distortion is a difficult one. Rather than stifle any such expression, your committee hesitates to make any recommendation upon the control of lobbyists or pressure groups.

We feel, however, that it will be possible to improve the situation without impairing in any way this freedom of expression. The availability of information regarding organized groups and full knowledge of their expenditures for influencing legislation, their membership and the source of contributions to them of large amounts of money, would prove helpful to Congress in evaluating their representations without impairing the rights of any individual or group freely to express its opinions to the Congress.



## 1. Registration of Representatives of Organized Groups

**Recommendation:** That Congress enact legislation providing for the registration of organized groups and their agents who seek to influence legislation and that such registration include quarterly statements of expenditures made for this purpose.

In order to enable Congress better to evaluate and determine evidence, data, or communications from organized groups seeking to influence legislative action, we recommend the adoption of legislation requiring the registration of all groups engaged and individuals employed in such activity.

Groups and employed individuals should be required to register each session with the Clerk of the House of Representatives and the Secretary of the Senate and to submit under oath such pertinent data as will clearly indicate to the Congress the nature and extent of their activities. Registration of individuals should be provided for on uniform blanks in both Houses, stating by whom the agent is employed, the period of such employment, his special subject of legislative interest, and his compensation. Every 3 months such individuals would be required to report and itemize under oath any expenses incurred by themselves and by the organizations they represent in promoting or opposing legislation, the purpose of the expenditures, and a list of the bills and resolutions promoted or opposed. All information on registration and expenditures for influencing legislation should be compiled by the clerks of the House and Senate and be printed each quarter in the Congressional Record.

Registration of organizations should include a statement of their bona fide total membership and the amounts expended each quarter for the influencing of legislation. Any contributor of money in excess of \$500 per year would be required to be listed in the registration.

## VII. CONGRESSIONAL PAY AND RETIREMENT

No study of the organization and operation of Congress would be complete without reference to the compensation of Members and provision for their retirement. While it is true that Congress occupies a unique place in American public affairs, it is not so unique that it can continue to attract able and qualified Members at a rate of compensation far below that prevailing in business or professional occupations requiring comparable ability and effort.

In fact, numerous instances have occurred in the past few months in which Congress was unable to hold several of its most valuable and experienced Members. These men left Congress to accept private employment, sacrificing years of experience and hard work in their governmental careers, simply because they were unable to maintain a reasonable standard of living and to provide security for themselves and their families.

We do not say that the people cannot find, at present or even smaller salaries, 435 persons to serve in the House and 96 to serve in the Senate. We insist, however, that Congress cannot expect to attract to its service the ability and qualifications necessary to do the monumental job before it, at rates of pay far below the going rate in private employ for comparable ability and effort. We will continue, at an accelerating pace, to lose our ablest Members and at the same time we

will fail to bring into congressional service young men of ability and energy, unless steps are promptly taken to increase their compensation and provide for their retirement.

Thus, in making recommendations to improve the operation and efficiency of Congress, we would be less than frank if we failed to recognize that, regardless of other procedural reforms which may be instituted, the final measure of effective representative democracy will be the quality of the membership of the Congress.

### 1. Increase in Annual Salaries for Members

**Recommendation:** That beginning with the Eightieth Congress the annual salary of Members of Congress be increased to \$15,000,<sup>7</sup> and that all of the salary be taxed on the same basis and with the same allowable deductions as business and professional returns are taxed.

Numerous recommendations were made to your committee regarding an increase in congressional compensation. They included proposals by the National Planning Association and the American Political Science Association, which recommended \$25,000 and \$15,000 respectively, and various other groups which have made surveys of the organization and operation of Congress.

Unfortunately, the law places Congress in the undesirable role of passing upon its own salary scale. No other branch of government is in a like position. It is largely due to this unenviable responsibility that the matter of congressional salaries cannot be dispassionately discussed and resolved. But we feel that these difficulties, misunderstandings, recriminations, and their political repercussions can no longer be permitted to stand in the way of doing what is widely regarded as necessary in the matter of compensation.

We recommend, therefore, that the salaries of Members of Congress be increased to \$15,000 per year. We further recommend that this increase be not applicable until the Eightieth Congress is elected and sworn in on January 3, 1947. In the meantime, the full membership of the House must stand for reelection and one-third of the membership of the Senate must also be elected. Thus, despite the unenviable task of passing upon our own salaries, the people themselves will determine to a large degree the persons who will receive them.

It is contemplated that the effect of this salary increase will be to eliminate the necessity of any special expense account.

We further recommend that the full \$15,000 salary be taxable at regular rates, but that normal expense deductions, properly itemized, and allowable to business and professional men, be recognized. Specifically, this would include permission for a reasonable deduction for duplicated rents actually paid in the performance of congressional duties. Where Members are required to maintain two homes, one in their district and the other in Washington, occupancy costs for one should be deductible as a legitimate expense item.

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<sup>7</sup> Mr. Lane dissents from this recommendation;



## 2. Inclusion of Congress in Federal Retirement System

**Recommendation:** That Members of Congress be permitted to join the Federal retirement system on a contributory basis.

Congress has established social security and made provisions for retirement insurance plans for business and industrial workers, has extended retirement privileges to employees of the executive branch, to the Army and Navy, and to the Federal judiciary, but has been loath to include its own membership in any form of retirement plan.

If these security measures are proper for regularly employed persons in business and in other branches of government, they are likewise necessary in congressional service. One of the principal arguments in behalf of retirement for Federal employees is that it increases their efficiency, and enhances their value to the Government by providing the assurance of retirement at the end of their service.

We think that this would likewise be true, even to a greater extent, in Congress, where service is comparatively short, intermittent, and exposed to the hazards of recurring elections. We feel that these issues must be decided on merit alone without regard to the personal security of any Member.

We, therefore, recommend amendment of the Civil Service Retirement Act so as to provide that Members of Congress may upon their option, to be exercised not later than 6 months after the date of last taking the oath of office, or within 6 months after adoption of the amendment, become members of the civil service retirement and disability fund.

Members of Congress who exercise the option to become members of the retirement fund shall make contributions thereto from the effective date of said option at the rate of 6 percent of base pay. All such contributions shall be credited to each Member's individual account and if the service of a Member should for any reason terminate before eligibility for retirement, his contributions shall be refunded in pursuance of the provisions of the Civil Service Retirement Act.

To be entitled to an annuity a Member of Congress must have served at least 6 years as such Member and have reached the age of 62 years; except that a Member becoming disabled while in the service may have a disability benefit after at least 5 years of such service regardless of attained age.

Purchase of credit for all service as a Member of Congress shall be at the rate of contribution provided by the Civil Service Retirement Act for all such service prior to the effective date of the inclusion of the office of Member of Congress under the said Retirement Act, subsequent to August 1, 1920, and at 6 percent of base pay after such inclusion.

Deposit may be made in a lump sum or in installments for service prior to the inclusion of the office of Member of Congress within the Retirement Act, subsequent to August 1, 1920, with interest at the rate of 4 percent compounded annually through all periods of service as such Member and upon payment of such deposit full credit shall be allowed for all such service: *Provided, however,* That contributions shall be made currently for the last 5 years of service as a Member of



Congress or an amount deposited equivalent to the current contributions, with interest, for such 5 years of service and if contributions or deposit are not made for any service rendered prior to the last 5 years of such service, the annuity shall be reduced by the amount of annuity purchasable with the amount not deposited.

Except for the purposes of this proposal, service as a Member of Congress shall not be considered as creditable service under the terms of the Civil Service Retirement Act.

The annuity of Members of Congress shall consist of 2½ percent of average salary received as a Member of Congress, multiplied by the years of service as such Member: *Provided*, That no annuity payable to a former Member of Congress shall exceed three-fourths of his congressional salary.

### 3. Increase in Compensation of Officers of Congress

***Recommendation:*** That beginning with the Eightieth Congress the annual salaries of the elected officers of the Senate and House of Representatives be increased 50 percent over their present rates of compensation; that annual appropriations to the office of the Vice President, and the office of the Speaker be increased 50 percent over their present amounts; and that the Director of the Office of Congressional Personnel review the present salary scales paid employees in the offices of the Secretary of the Senate, the Clerk of the House, the Sergeants at Arms and the Doorkeepers and the Speaker's table and recommend equitable readjustments therein to the legislative subcommittees of the House and Senate Committees on Appropriations.

The arguments for increasing the compensation of Members of Congress apply with almost equal force to the officers and administrative staff of both Houses. These officers and employees carry on the underlying administrative work of the Congress without which it could not function. They are charged with many important duties and render a variety of essential services on a year-round basis. Many of the officers and administrative employees of Congress have been so long in its service as to constitute a permanent career staff. With few exceptions there have been no changes in their compensation for many years, although the volume of their work and the cost of living meanwhile have greatly increased. Evidence was presented to your committee showing that the administrative offices of Congress were understaffed and underpaid.

In order to remedy these conditions, we recommend a 50 percent increase in the annual salaries of the elected officers of the Senate and the House of Representatives, beginning January 1, 1947. We also recommend a 50 percent increase in the annual appropriations to the office of the Vice President and the office of the Speaker, effective at the same time. And in order to avoid unfair disparities in the compensation of the other members of the administrative staff of the Congress, and to reward their long and valued service, we further recommend that the Director of the Office of Congressional Personnel be instructed to review present rates of pay in the offices of the Secretary of the Senate, the Clerk of the House, the Sergeants at

Arms and the Doorkeepers, and the Speaker's table, and submit a schedule of rectified rates to the legislative subcommittee of the House Committee on Appropriations at its hearings on the bill making appropriations for the legislative branch for the fiscal year ending June 30, 1947.

## VIII. OTHER RECOMMENDATIONS

We have not undertaken in this report to recommend all of the improvements and changes necessary to bring about the most desirable working facilities needed by Congress. Undoubtedly many needed reforms not mentioned herein will be proposed later.

We desire, however, to call attention to these concluding recommendations, which relate primarily to the physical conditions under which we work. We believe that improvement along these lines will not only aid the Congress materially, but will permit better public understanding of the operation of the representative branch of the Government.

### 1. Remodeling of House and Senate Chambers

**Recommendation:** That the Chambers of both Houses of Congress be remodeled to provide improved acoustics, better lighting, and adequate gallery facilities.

The Legislative Halls of Congress, which should be a model of acoustic perfection, present very difficult conditions under which to transact public business. Neither the membership nor the public can properly hear the proceedings in the Chambers due to acoustic defects, which could easily be corrected.

Lighting is bad in both the Senate and House Chambers and the facilities for seating the public are inadequate and so noisy as to disturb the transaction of public business. Incidental noise both on the floors and in the galleries is magnified by the poor type of physical equipment.

We therefore recommend the remodeling of the House and Senate Chambers at the earliest possible date. With the strengthening of the roofs of the two Chambers, the finest type of acoustic engineering should be employed to eliminate noise and to improve the conditions under which Members speak. With proper engineering and sound treatment this can be effected without installing microphones. We also recommend that as nearly as possible the general appearance of both Chambers be maintained.

### 2. Remodeling of Senate and House Caucus Rooms

**Recommendation:** That improved acoustic and seating facilities in the House and Senate caucus rooms be installed together with equipment for presentation of motion-picture or other visual displays for use in large-scale public hearings.

Large-scale public hearings on matters of great national interest require a meeting room which can physically handle all those who wish to attend. At the present time there are only two rooms of size capable of handling a large crowd at these public hearings.



Both of these rooms, the Senate and House caucus rooms, are very poorly adapted to this use or any other in their present state. Because of their size and proportions, however, they could be easily remodeled to provide adequate chambers for the transaction of this type of public business.

We therefore recommend that both caucus rooms be completely remodeled with improved acoustic and seating facilities and that equipment be provided for the visual presentation of matters of importance to the Congress.

### 3. Improvement of Restaurant Facilities

**Recommendation:** That the physical facilities in the Senate and House restaurants be so expanded and arranged as to reduce crowding and permit more Members and their constituents to dine there in greater comfort and convenience.

Several Members of Congress have complained to your committee about the physical limitations of space in the Senate and House restaurants. The present physical lay-out of these restaurants causes congestion at mealtimes and makes it difficult, if not impossible, to serve all those who may wish to dine there. We recommend, therefore, that the Architect of the Capitol, who operates these restaurants, be instructed to remodel them in such a manner as to permit more Members and their constituents to dine there in greater comfort and convenience.

### 4. Assignment of Capitol Space

**Recommendation:** That space in the Capitol Building be reassigned so as to provide ample facilities for joint committees and conference committees of the two Houses.

The physical limitations of space in the Capitol serve further to separate the activities of the two bodies of Congress. Conference committees appointed to reconcile differences in legislation passed by both Houses, and joint committees requiring the attendance of both Senators and Members of the House, find it impossible to secure satisfactory quarters for their deliberations.

We feel that this common meeting ground of the Capitol should be maintained, as nearly as practicable, for the offices of the leadership of the two Houses and for the committees having joint membership.

We, therefore, recommend that the President pro tempore of the Senate and the Speaker of the House authorize a survey of available space within the Capitol which could be released through reassignment of other activities to the separate office buildings in order to provide rooms necessary for joint Senate and House use.

### 5. Facilities and Supervision of Pages

**Recommendation:** That improved school and housing facilities, as well as supervision, of Senate and House pages be provided.

If Congress is to retain the use of young boys in their traditional role as pages of the House and Senate, improved facilities must be provided. Our hearings developed much evidence that present



scholastic facilities provided in the basement of the Capitol are not only unhealthful but extremely ill-adapted to use as classrooms. Further evidence was introduced showing the lack of proper housing and supervision of boys brought to Washington to enter the employ of the Congress.

Your committee recommends that Congress decide whether the use of young boys as pages is to be continued and, if so, that adequate school and housing facilities be provided for them so that their health, education, and morals can be safeguarded during their service here.

## 6. Improvement of Congressional Record

**Recommendation:** That the daily program of the Congress, including the legislative sessions, scheduled committee hearings, and location of these meetings be printed in the Congressional Record; and that a brief résumé of the previous day's congressional activities be incorporated in the Record together with an index of its contents.

Recognizing the need for improved methods of presenting the daily congressional program, we feel that certain changes need to be made in the Congressional Record.

We, therefore, recommend that each issue of the Record carry the legislative program for the day along with a tabular list of congressional committee meetings and hearings, their location and subject matter.

We also recommend that a brief résumé of the previous day's congressional activities be incorporated in the Record, together with an index of its contents.

## 7. Transfer of Inactive Records to National Archives

**Recommendation:** That the records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, be transferred to the Archives Building from the Capitol, the Old House Office Building, and the Library of Congress; that rule XXXII of the standing rules of the Senate be amended to provide for the transfer to the Secretary of the Senate at the close of each session of Congress of all the records of the standing and special committees of the Senate from whatever source received, including bills, resolutions, hearings, committee prints, reports, and other pertinent papers; and that the noncurrent records of joint committees of Congress be preserved and transferred to the National Archives.

Since 1937 it has been the practice of the Secretary of the Senate to transfer the noncurrent records of the Senate to the National Archives, where they are stored under conditions that insure their permanent preservation and arranged in such a way as to make them readily accessible and quickly available for use. He retains in his custody the records of the Senate for the two Congresses immediately preceding the current Congress. This practice has eliminated the necessity of storing inactive records in numerous out-of-the-way places where they formerly suffered damage and deterioration. It has also enabled the Secretary of the Senate to provide adequate

storage facilities for current records and to make them readily accessible.

No provision has been made, however, for the preservation of the noncurrent records of Senate committees, except those referred to the committees by the Senate which are required by rule XXXII to be returned to the Secretary of the Senate at the close of each session. As a result, many of these records, which often have historic value and current utility, have been lost or destroyed. We recommend, therefore, that rule XXXII of the standing rules of the Senate be amended to provide for the transfer to the Secretary of the Senate at the close of each session of Congress of all the records of the standing and special committees of the Senate from whatever source received, including bills, resolutions, hearings, committee prints, reports, and other pertinent papers.

The House of Representatives has taken no action with respect to the transfer of its noncurrent records to the National Archives, despite recommendations to this effect by the House Library Committee. As a result, the noncurrent records of the House are stored in eight different locations in the Capitol, in one depository in the Old House Office Building, and in three locations in the Library of Congress. According to the House Library Committee, many of the House records are disarranged and inaccessible and are stored in unsuitable places that contribute to their damage and deterioration. It does not appear logical for the noncurrent records of the Senate to be preserved in one place and the noncurrent records of the House to be stored in a number of other places. It would appear that the best interests of the Government and the people of the United States would be served by the preservation of the noncurrent records of the Senate and House in one centralized place that provides the best facilities available. We recommend, therefore, that the records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, be transferred to the National Archives from their present scattered locations.

The records of joint standing and select committees of Congress also have lasting value and should not be lost. We recommend that the Secretary of the Senate and the Clerk of the House take steps to obtain the noncurrent records of joint committees at the close of each Congress and transfer them to the National Archives.

\* \* \*

In addition to the matters discussed above, the joint committee heard testimony from Members of Congress and others in support of, and in opposition to, other changes in the organization and operation of Congress. The more noteworthy of these suggestions pertained to—

1. Selection of committee chairmen by some method other than seniority.
2. The powers of the Committee on Rules of the House of Representatives.
3. Experimentation with periods for questioning executive-department heads.
4. Limitation of debate in the Senate.

These proposals relate to problems that have long perplexed observers of the legislative process. In each case there is much to be

said on both sides. The third and fourth topics listed above, however, deal with aspects of floor procedure upon which we are not at liberty to make any recommendations under the terms of House Concurrent Resolution 18.

On the seniority system and the powers of the House Rules Committee, we heard testimony and deliberated in executive session. But we are not now prepared to submit positive recommendations with regard to them because of a lack of agreement within the committee as to workable changes in existing practices.

Representations were also made to your committee in support of broadcasting the proceedings of the Houses and committees of Congress. We investigated the technical feasibility and cost of this proposal, but make no recommendation with regard to it, owing to differences of opinion within the committee as to its desirability.

ROBERT M. LA FOLLETTE, Jr., *Chairman.*

A. S. MIKE MONRONEY, *Vice Chairman.*

ELBERT D. THOMAS.

CLAUDE PEPPER.

RICHARD B. RUSSELL.

WALLACE H. WHITE, Jr.

C. WAYLAND BROOKS.

E. E. COX.

THOMAS J. LANE.

EARL C. MICHENER.

EVERETT M. DIRKSEN.

CHARLES A. PLUMLEY.













79TH CONGRESS  
2D SESSION

# S. 2177

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## IN THE SENATE OF THE UNITED STATES

MAY 13 (legislative day, MARCH 5), 1946

MR. LA FOLLETTE introduced the following bill; which was read twice and referred to the Special Committee on the Organization of Congress

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## A BILL

To provide for increased efficiency in the legislative branch of the Government.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 That (a) this Act divided into titles and sections  
5 according to the following table of contents, may be cited  
6 as the "Legislative Reorganization Act of 1946":

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- Sec. 206. Legislative Reference Service.
- Sec. 207. Office of the Legislative Counsel.
- Sec. 208. Reductions in appropriations.
- Sec. 209. Transfer of appropriations by the executive agencies.
- Sec. 210. Studies by Comptroller General.
- Sec. 211. Expenditure analyses by Comptroller General.

##### PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

- Sec. 221. Improvement of Congressional Record.
- Sec. 222. Joint Committee on Printing.
- Sec. 223. Joint Committee on the Library.
- Sec. 224. Transfer of functions.

## PART 3—PROVISIONS RELATING TO CAPITOL AND POLICY COMMITTEES

- Sec. 241. Remodeling of House and Senate Chambers.
- Sec. 242. Assignment of Capitol space.
- Sec. 243. Senate and House pages.
- Sec. 244. Majority and minority policy committees.
- Sec. 245. Joint Legislative-Executive Council.
- Sec. 246. Experimentation with meeting schedules.
- Sec. 247. Effective date.

## TITLE III—REGULATION OF LOBBYING ACT

- Sec. 301. Short title.
- Sec. 302. Definitions.
- Sec. 303. Detailed accounts of contributions.
- Sec. 304. Receipts for contributions.
- Sec. 305. Statements to be filed with Clerk of House.
- Sec. 306. Statement preserved for two years.
- Sec. 307. Persons to whom applicable.
- Sec. 308. Registration with Secretary of the Senate and Clerk of the House.
- Sec. 309. Reports and statements to be made under oath.
- Sec. 310. Penalties.
- Sec. 311. Exemption.

## TITLE IV—FEDERAL TORT CLAIMS ACT

## PART 1—SHORT TITLE AND DEFINITIONS

- Sec. 401. Short title.
- Sec. 402. Definitions.

## PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

- Sec. 403. Claims of \$1,000 or less.
- Sec. 404. Reports.

## PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

- Sec. 410. Jurisdiction.
- Sec. 411. Procedure.
- Sec. 412. Review.
- Sec. 413. Compromise.

## PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

- Sec. 420. One year statute of limitations.
- Sec. 421. Exceptions.
- Sec. 422. Attorneys' fees.
- Sec. 423. Exclusiveness of remedy.
- Sec. 424. Certain statutes inapplicable.

## TITLE V—GENERAL BRIDGE ACT

- Sec. 501. Short title.
- Sec. 502. Consent of Congress.
- Sec. 503. Tolls.
- Sec. 504. Acquisition by public agencies.



- Sec. 505. Statements of cost.
- Sec. 506. Sinking fund.
- Sec. 507. Applicability of title.
- Sec. 508. International bridges.
- Sec. 509. Eminent domain.
- Sec. 510. Penalties.
- Sec. 511. Rights reserved.

#### TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

- Sec. 601. Compensation of Members of Congress.
- Sec. 602. Retirement pay of Members of Congress.

#### TITLE VII—SELF-GOVERNMENT FOR THE DISTRICT OF COLUMBIA

- Sec. 701. Charter Commission.
- Sec. 702. Preparation of charter.
- Sec. 703. Charter referendum.
- Sec. 704. Voting places.
- Sec. 705. Ballot and conduct of election.
- Sec. 706. Election booths.
- Sec. 707. Eligibility to vote.
- Sec. 708. Official register.
- Sec. 709. Tabulation of votes.
- Sec. 710. Penalties.
- Sec. 711. Appropriation.

#### 1 SEPARABILITY CLAUSE

- 2 (b) If any provision of this Act or the application  
 3 thereof to any person or circumstances is held invalid, the  
 4 validity of the remainder of the Act and of the application  
 5 of such provision to other persons and circumstances shall  
 6 not be affected thereby.

#### 7 TITLE I—CHANGES IN RULES OF SENATE AND 8 HOUSE

##### 9 RULE-MAKING POWER OF THE SENATE AND HOUSE

- 10 SEC. 101. The following sections of this title are enacted  
 11 by the Congress:

- 12 (a) As an exercise of the rule-making power of the  
 13 Senate and the House of Representatives, respectively, and

1 as such they shall be considered as part of the rules of each  
 2 House, respectively, or of that House to which they spe-  
 3 cifically apply; and such rules shall supersede other  
 4 rules only to the extent that they are inconsistent therewith;  
 5 and

6 (b) With full recognition of the constitutional right of  
 7 either House to change such rules (so far as relating to  
 8 the procedure in such House) at any time, in the same  
 9 manner and to the same extent as in the case of any other  
 10 rule of such House.

# 11 PART 1—STANDING RULES OF THE SENATE

## 12 STANDING COMMITTEES OF THE SENATE

13 SEC. 102. Rule XXV of the Standing Rules of the Sen-  
 14 ate is amended to read as follows:

### 15 “RULE XXV

#### 16 “STANDING COMMITTEES

17 “(1) The following standing committees shall be ap-  
 18 pointed at the commencement of each Congress, with leave  
 19 to report by bill or otherwise:

20 “(a) Committee on Agriculture and Forestry, to con-  
 21 sist of thirteen Senators, to which committee shall be referred  
 22 all proposed legislation, messages, petitions, memorials, and  
 23 other matters relating to the following subjects:

24 “1. Agriculture generally.

- 1        "2. Inspection of livestock and meat products.
- 2        "3. Animal industry and diseases of animals.
- 3        "4. Adulteration of seeds, insect pests, and protection of
- 4 birds and animals in forest reserves.
- 5        "5. Agricultural colleges and experiment stations.
- 6        "6. Forestry in general, and forest reserves other than
- 7 those created from the public domain.
- 8        "7. Agricultural economics and research.
- 9        "8. Agricultural and industrial chemistry.
- 10       "9. Dairy industry.
- 11       "10. Entomology and plant quarantine.
- 12       "11. Human nutrition and home economics.
- 13       "12. Plant industry, soils, and agricultural engineering.
- 14       "13. Agricultural educational extension services.
- 15       "14. Extension of farm credit and farm security.
- 16       "15. Rural electrification.
- 17       "16. Agricultural production and marketing and stabili-
- 18 zation of prices of agricultural products.
- 19       "17. Crop insurance and soil conservation.
- 20       "(b) Committee on Appropriations, to consist of thirteen
- 21 Senators, to which committee shall be referred all proposed
- 22 legislation, messages, petitions, memorials, and other matters
- 23 relating to the following subjects:
- 24       "1. Appropriation of the revenue for the support of
- 25 the Government.



1       “(c) Committee on Armed Services, to consist of  
2 thirteen Senators, to which committee shall be referred all  
3 proposed legislation, messages, petitions, memorials, and  
4 other matters relating to the following subjects:

5       “1. Common defense generally.

6       “2. The War Department and the Military Establish-  
7 ment generally.

8       “3. The Navy Department and the Naval Establish-  
9 ment generally.

10       “4. Soldiers’ and sailors’ homes.

11       “5. Pay, promotion, retirement, and other benefits and  
12 privileges of members of the armed forces.

13       “6. Selective service.

14       “7. Size and composition of the Army and Navy.

15       “8. Forts, arsenals, military reservations, and navy yards.

16       “9. Ammunition depots.

17       “10. Maintenance and operation of the Panama Canal,  
18 including the administration, sanitation, and government of  
19 the Canal Zone.

20       “11. Conservation, development, and use of naval pe-  
21 troleum and oil shale reserves.

22       “12. Strategic and critical materials necessary for the  
23 common defense.

24       “(d) Committee on Banking and Currency, to consist  
25 of thirteen Senators, to which committee shall be referred all

1 proposed legislation, messages, petitions, memorials, and  
2 other matters relating to the following subjects:

3 "1. Banking and currency generally.

4 "2. Financial aid to commerce and industry, other than  
5 matters relating to such aid which are specifically assigned  
6 to other committees under this rule.

7 "3. Deposit insurance.

8 "4. Public and private housing.

9 "5. Federal Reserve System.

10 "6. Gold and silver, including the coinage thereof.

11 "7. Issuance of notes and redemption thereof.

12 "8. Valuation and revaluation of the dollar.

13 "9. Control of prices of commodities, rents, or services.

14 "10. Bureau of Standards, including standardization of  
15 weights and measures and the metric system.

16 "(e) Committee on Civil Service, to consist of thirteen  
17 Senators, to which committee shall be referred all proposed  
18 legislation, messages, petitions, memorials, and other matters  
19 relating to the following subjects:

20 "1. The Federal civil service generally.

21 "2. The status of officers and employees of the United  
22 States, including their compensation, classification, and  
23 retirement.

24 "3. The postal service generally, including the railway

1 mail service, and measures relating to ocean mail and  
2 pneumatic-tube service; but excluding post roads.

3 “4. Postal-savings banks.

4 “5. Census and the collection of statistics generally.

5 “6. The National Archives.

6 “(f) Committee on the District of Columbia, to consist  
7 of thirteen Senators, to which committee shall be referred  
8 all proposed legislation, messages, petitions, memorials, and  
9 other matters relating to the following subjects:

10 “1. All measures relating to the municipal affairs of  
11 the District of Columbia in general, other than appropria-  
12 tions therefor including—

13 “2. Public health and safety, sanitation, and quaran-  
14 tine regulations.

15 “3. Regulation of sale of intoxicating liquors.

16 “4. Adulteration of food and drugs.

17 “5. Taxes and tax sales.

18 “6. Insurance, executors, administrators, wills, and  
19 divorce.

20 “7. Municipal and juvenile courts.

21 “8. Incorporation and organization of societies.

22 “9. Municipal code and amendments to the criminal  
23 and corporation laws.

24 “(g) (1) Committee on Expenditures in the Execu-



1 tive Departments, to consist of thirteen Senators, to which  
2 committee shall be referred all proposed legislation, mes-  
3 sages, petitions, memorials, and other matters relating to  
4 the following subjects:

5 “(A) Budget and accounting measures, other than  
6 appropriations.

7 “(B) Reorganizations in the executive branch of the  
8 Government.

9 “(2) Such committee shall have the duty of—

10 “(A) receiving and examining reports of the Comp-  
11 troller General of the United States and of submitting  
12 such recommendations to the Senate as it deems neces-  
13 sary or desirable in connection with the subject matter  
14 of such reports;

15 “(B) studying the operation of Government activi-  
16 ties at all levels with a view to determining its economy  
17 and efficiency;

18 “(C) evaluating the effects of laws enacted to re-  
19 organize the legislative and executive branches of the  
20 Government;

21 “(D) studying intergovernmental relationships be-  
22 tween the United States and the States and municipali-  
23 ties, and between the United States and international  
24 organizations of which the United States is a member.

25 “(h) Committee on Finance, to consist of thirteen Sen-

1 ators, to which committee shall be referred all proposed  
2 legislation, messages, petitions, memorials, and other matters  
3 relating to the following subjects:

4 "1. Revenue measures generally.

5 "2. The bonded debt of the United States.

6 "3. The deposit of public moneys.

7 "4. Customs, collection districts, and ports of entry and  
8 delivery.

9 "5. Reciprocal trade agreements.

10 "6. Transportation of dutiable goods.

11 "7. Revenue measures relating to the insular possessions.

12 "(i) Committee on Foreign Relations, to consist of  
13 thirteen Senators, to which committee shall be referred all  
14 proposed legislation, messages, petitions, memorials, and  
15 other matters relating to the following subjects:

16 "1. Relations of the United States with foreign nations  
17 generally.

18 "2. Treaties.

19 "3. Establishment of boundary lines between the United  
20 States and foreign nations.

21 "4. Protection of American citizens abroad and ex-  
22 patriation.

23 "5. Neutrality.

24 "6. International conferences and congresses.

25 "7. The American National Red Cross.

1       “8. Intervention abroad and declarations of war.

2       “9. Measures relating to the diplomatic service.

3       “10. Acquisition of land and buildings for embassies  
4 and legations in foreign countries.

5       “11. Measures to foster commercial intercourse with  
6 foreign nations and to safeguard American business inter-  
7 ests abroad.

8       “12. United Nations Organization and international  
9 financial and monetary organizations.

10       “13. Foreign loans.

11       “(j) Committee on Interstate and Foreign Commerce,  
12 to consist of thirteen Senators, to which committee shall be  
13 referred all proposed legislation, messages, petitions, me-  
14 morials, and other matters relating to the following subjects:

15       “1. Interstate commerce generally.

16       “2. Regulation of interstate railroads, busses, trucks, and  
17 pipe lines.

18       “3. Communication by telephone, telegraph, radio, and  
19 television.

20       “4. Civil aeronautics.

21       “5. Merchant marine generally.

22       “6. Registering and licensing of vessels and small boats.

23       “7. Navigation and the laws relating thereto, including  
24 pilotage.



1       “8. Rules and international arrangements to prevent  
2 collisions at sea.

3       “9. Merchant marine officers and seamen.

4       “10. Measures relating to the regulation of common  
5 carriers by water and to the inspection of merchant marine  
6 vessels, lights and signals, and fire protection on such vessels.

7       “11. Coast and Geodetic Survey.

8       “12. The Coast Guard, including life-saving service,  
9 lighthouses, lightships, and ocean derelicts.

10       “13. The United States Coast Guard and Merchant  
11 Marine Academies.

12       “14. Weather Bureau.

13       “15. Except as provided in paragraph (c), the Panama  
14 Canal and interoceanic canals generally.

15       “16. Inland waterways.

16       “17. Fisheries and wildlife, including research, restora-  
17 tion, refuges, and conservation.

18       “(k) Committee on the Judiciary, to consist of thirteen  
19 Senators, to which committee shall be referred all proposed  
20 legislation, messages, petitions, memorials, and other matters  
21 relating to the following subjects:

22       “1. Judicial proceedings, civil and criminal, generally.

23       “2. Constitutional amendments.

24       “3. Federal courts and judges.

1       “4. Local courts in the Territories and possessions.

2       “5. Revision and codification of the statutes of the  
3 United States.

4       “6. National penitentiaries.

5       “7. Protection of trade and commerce against unlaw-  
6 ful restraints and monopolies.

7       “8. Holidays and celebrations.

8       “9. Bankruptcy, mutiny, espionage, and counterfeiting.

9       “10. State and Territorial boundary lines.

10       “11. Meetings of Congress, attendance of Members,  
11 and their acceptance of incompatible offices.

12       “12. Civil liberties.

13       “13. Patents, copyrights, and trade-marks.

14       “14. Patent Office.

15       “15. Immigration and naturalization.

16       “16. Apportionment of Representatives.

17       “17. Measures relating to claims against the United  
18 States, other than private claims for damages.

19       “(1) Committee on Labor and Public Welfare, to con-  
20 sist of thirteen Senators, to which committee shall be referred  
21 all proposed legislation, messages, petitions, memorials and  
22 other matters relating to the following subjects:

23       “1. Measures relating to education, labor, or public  
24 welfare generally.

25       “2. Mediation and arbitration of labor disputes.

1       “3. Wages and hours of labor.

2       “4. Convict labor and the entry of goods made by  
3 convicts into interstate commerce.

4       “5. Regulation or prevention of importation of foreign  
5 laborers under contract.

6       “6. Child labor.

7       “7. Labor statistics.

8       “8. Labor standards.

9       “9. School-lunch program.

10      “10. Vocational rehabilitation.

11      “11. National social security, except revenue measures  
12 relating thereto.

13      “12. Railroad labor and railroad retirement and un-  
14 employment, except revenue measures relating thereto.

15      “13. United States Employees Compensation Com-  
16 mission.

17      “14. Columbia Institution for the Deaf, Dumb, and  
18 Blind; Howard University; Freedmen's Hospital; and Saint  
19 Elizabeths Hospital.

20      “15. Public health and quarantine.

21      “16. Welfare of miners.

22      “(m) Committee on Public Lands, to consist of thir-  
23 teen Senators, to which committee shall be referred all  
24 proposed legislation, messages, petitions, memorials, and  
25 other matters relating to the following subjects:



1       “1. Public lands generally, including entry, easements,  
2 and grazing thereon.

3       “2. Mineral resources of the public lands.

4       “3. Forfeiture of land grants and alien ownership, in-  
5 cluding alien ownership of mineral lands.

6       “4. Forest reserves and national parks created from the  
7 public domain.

8       “5. Military parks and battlefields, and national ceme-  
9 teries.

10       “6. Preservation of prehistoric ruins and objects of in-  
11 terest on the public domain.

12       “7. Measures relating generally to Hawaii, Alaska, and  
13 the insular possessions of the United States, except those  
14 affecting their revenue and appropriations.

15       “8. Irrigation and reclamation, including water supply  
16 for reclamation projects, and easements of public lands for  
17 irrigation projects.

18       “9. Interstate compacts relating to apportionment of  
19 waters for irrigation purposes.

20       “10. Mining interests generally.

21       “11. Mineral land laws and claims and entries there-  
22 under.

23       “12. Geological survey.

24       “13. Mining schools and experimental stations.

1       “14. Petroleum conservation and conservation of the  
2 radium supply in the United States.

3       “15. Relations of the United States with the Indians  
4 and the Indian tribes.

5       “16. Measures relating to the care, education, and man-  
6 agement of Indians, including the care and allotment of  
7 Indian lands and general and special measures relating to  
8 claims which are paid out of Indian funds.

9       “(n) Committee on Public Works, to consist of thirteen  
10 Senators, to which committee shall be referred all proposed  
11 legislation, messages, petitions, memorials and other matters  
12 relating to the following subjects:

13       “1. Flood control and improvement of rivers and harbors.

14       “2. Public works for the benefit of navigation, and  
15 bridges and dams (other than international bridges and  
16 dams).

17       “3. Water power.

18       “4. Oil and other pollution of navigable waters.

19       “5. Public buildings and occupied or improved grounds  
20 of the United States generally.

21       “6. Measures relating to the purchase of sites and con-  
22 struction of post offices, customhouses, Federal courthouses,  
23 and Government buildings within the District of Columbia.

1       “7. Measures relating to the Capitol building and the  
2 Senate and House Office Buildings.

3       “8. Measures relating to the maintenance and care of  
4 the buildings and grounds of the Botanic Gardens, the  
5 Library of Congress, and the Smithsonian Institution.

6       “9. Public reservations and parks within the District  
7 of Columbia, including Rock Creek Park and the Zoological  
8 Park.

9       “10. Measures relating to the construction or maintenance of roads and post roads.

11       “(o) (1) Committee on Rules and Administration, to  
12 consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

15       “(A) Matters relating to the payment of money out  
16 of the contingent fund of the Senate or creating a charge  
17 upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing  
18 committee of the Senate shall be first referred to such committee.  
20

21       “(B) Except as provided in paragraph (n) 8, matters  
22 relating to the Library of Congress and the Senate Library;  
23 statuary and pictures; acceptance or purchase of works of  
24 art for the Capitol; the Botanic Gardens; management of the



1 Library of Congress; purchase of books and manuscripts;  
2 erection of monuments to the memory of individuals.

3 “(C) Except as provided in paragraph (n) 8, matters  
4 relating to the Smithsonian Institution and the incorporation  
5 of similar institutions.

6 “(D) Matters relating to the election of the President,  
7 Vice President, or Members of Congress; corrupt practices;  
8 contested elections; credentials and qualifications; Federal  
9 elections generally; Presidential succession.

10 “(E) Matters relating to parliamentary rules; floor and  
11 gallery rules; Senate Restaurant; Senate Office Building;  
12 Senate Wing of the Capitol; assignment of office space;  
13 and services to the Senate.

14 “(F) Matters relating to printing and correction of the  
15 Congressional Record.

16 “(2) Such committee shall also have the duty of exam-  
17 ining all bills, amendments, and joint resolutions after pas-  
18 sage by the Senate; and, in cooperation with the Committee  
19 on House Administration of the House of Representatives,  
20 of examining all bills and joint resolutions which shall have  
21 passed both Houses, to see that the same are correctly en-  
22 rolled; and, when signed by the Speaker of the House and  
23 the President of the Senate, shall forthwith present the same,  
24 when they shall have originated in the Senate, to the Presi-  
25 dent of the United States in person, and report the fact

1 and date of such presentation to the Senate. Such committee  
2 shall also have the duty of assigning office space in the Senate  
3 wing of the Capitol and in the Senate Office Building.

4 “(p) Committee on Veterans’ Affairs, to consist of  
5 thirteen Senators, to which committee shall be referred all  
6 proposed legislation, messages, petitions, memorials, and  
7 other matters relating to the following subjects:

8 “1. Veterans’ measures generally.

9 “2. Pensions of all the wars of the United States, gen-  
10 eral and special.

11 “3. Life insurance issued by the Government on account  
12 of service in the armed forces.

13 “4. Compensation, vocational rehabilitation, and edu-  
14 cation of veterans.

15 “5. Veterans’ hospitals, medical care and treatment  
16 of veterans.

17 “6. Soldiers’ and sailors’ civil relief.

18 “7. Readjustment of servicemen to civil life.

19 “(2) Each standing committee shall continue and have  
20 the power to act until their successors are appointed.

21 “(3) Each standing committee is authorized to fix the  
22 number of its members (but not less than one-third of its  
23 entire membership) who shall constitute a quorum thereof for  
24 the transaction of such business as may be considered by said  
25 committee, subject to the provisions of section 124 (e) of  
26 the Legislative Reorganization Act of 1946.

1       “(4) Each Senator shall serve on two standing com-  
2 mittees and no more; except that Senators of the majority  
3 party who are members of the Committee on the District of  
4 Columbia or of the Committee on Expenditures in the Execu-  
5 tive Departments may serve on three standing committees  
6 and no more.”

## APPROPRIATIONS

8 SEC. 103. Rule XVI of the Standing Rules of the Sen-  
9 ate is amended to read as follows:

“RULE XVI

## “AMENDMENTS TO APPROPRIATION BILLS

12       “1. All general appropriation bills shall be referred  
13 to the Committee on Appropriations, and no amendments  
14 shall be received to any general appropriation bill the effect  
15 of which will be to increase an appropriation already con-  
16 tained in the bill, or to add a new item of appropriation, un-  
17 less it be made to carry out the provisions of some existing  
18 law, or treaty stipulation, or Act, or resolution previously  
19 passed by the Senate during that session; or unless the same  
20 be moved by direction of a standing or select committee of  
21 the Senate, or proposed in pursuance of an estimate submitted  
22 in accordance with law.

23       “2. The Committee on Appropriations shall not report  
24 an appropriation bill containing amendments proposing  
25 new or general legislation or any restriction on the



1 expenditure of the funds appropriated which proposes a  
2 limitation not authorized by law, and if an appropriation  
3 bill is reported to the Senate containing amendments pro-  
4 posing new or general legislation or any such restriction,  
5 a point of order may be made against the bill, and if the  
6 point is sustained, the bill shall be recommitted to the Com-  
7 mittee on Appropriations.

8       “3. All amendments to general appropriation bills moved  
9 by direction of a standing or select committee of the Senate,  
10 proposing to increase an appropriation already contained  
11 in the bill, or to add new items of appropriation, shall, at  
12 least one day before they are considered, be referred to the  
13 Committee on Appropriations, and when actually proposed  
14 to the bill no amendment proposing to increase the amount  
15 stated in such amendment shall be received; in like manner,  
16 amendments proposing new items of appropriation to river  
17 and harbor bills, establishing post roads, or proposing new  
18 post roads, shall, before being considered, be referred to  
19 the Committee on Public Works.

20       “4. No amendment which proposes general legislation  
21 shall be received to any general appropriation bill, nor shall  
22 any amendment not germane or relevant to the subject matter  
23 contained in the bill be received; nor shall any amendment  
24 to any item or clause of such bill be received which does not  
25 directly relate thereto; nor shall any restriction on the ex-

penditure of the funds appropriated which proposes a limitation not authorized by law be received; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

“5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

“6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

<i>Name of Committee</i>	<i>Purpose of Appropriation</i>
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service-----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia.	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations---	For the Diplomatic and Consular Service.

1 “(b) At least one member of each committee enumer-  
2 ated in subparagraph (a), to be selected by his or their  
3 respective committees, shall be a member of any conference  
4 committee appointed to confer with the House upon the  
5 annual appropriation bill making appropriations for the  
6 purposes specified in the foregoing table opposite the name  
7 of his or their respective committee.

8       “7. When a point of order is made against any limi-  
9       tation on the expenditure of funds appropriated in a general  
10      appropriation bill on the ground that the limitation violates  
11      this rule, the rule shall be construed strictly and, in case of  
12      doubt, in favor of the point of order.”

## PRINTING

SEC. 104. Paragraphs 1 and 2 of rule XXIX of the Standing Rules of the Senate are amended by striking out the words "Committee on Printing" and inserting in lieu thereof the words "Committee on Rules and Administration".

## RULES

20 SEC. 105. (a) Paragraph 2 of rule XXXIV of the  
21 Standing Rules of the Senate is amended by striking out  
22 “Committee on Rules” and inserting in lieu thereof “Commit-  
23 tee on Rules and Administration”.

24 (b) The second paragraph of rule XV of the Standing  
25 Rules of the Senate is hereby repealed.



## 1     PART 2—PROVISIONS APPLICABLE TO BOTH HOUSES

## 2                     PRIVATE BILLS BANNED

3         SEC. 121. (a) No private bill or resolution (including  
4 so-called omnibus claims or pension bills), and no amend-  
5 ment to any bill or resolution, authorizing or directing (1)  
6 the payment of money for property damages, for personal  
7 injuries or death, or for a pension (other than to carry out a  
8 provision of law or treaty stipulation) ; (2) the construction  
9 of a bridge across a navigable stream; or (3) the correction  
10 of a military or naval record, shall be received or considered  
11 in either the Senate or the House of Representatives.

12         (b) The provisions of this section shall not apply to  
13 any private bill or resolution conferring jurisdiction on the  
14 Federal courts to hear, determine, and render judgment in  
15 connection with a private claim otherwise cognizable under  
16 the Federal Tort Claims Act, if such claim accrued during  
17 the period commencing January 1, 1939, and ending on  
18 December 31, 1944.

## 19                     JOINT HEARINGS

20         SEC. 122. The standing committees of the two Houses  
21 are authorized to hold joint hearings with respect to subject  
22 matter within their respective jurisdictions.

## 23                     CONGRESSIONAL RECESSES

24         SEC. 123. (a) Except in time of war or during a na-

1 tional emergency proclaimed by the President, the two  
2 Houses shall adjourn on the last day (Sundays excepted)  
3 in the month of June in each year and shall stand adjourned  
4 until 12 o'clock meridian on the second Tuesday in October  
5 or until 12 o'clock meridian on the third day (Sundays  
6 excepted) after Members are notified to reassemble in ac-  
7 cordance with subsection (c) of this section, whichever  
8 occurs first.

9 (b) The consent of the respective Houses is hereby  
10 given to an adjournment of the other for the period specified  
11 in subsection (a).

12 (c) The President of the Senate and the Speaker of  
13 the House of Representatives shall immediately notify the  
14 Members of the Senate and the House, respectively, to  
15 reassemble whenever in their opinion legislative expediency  
16 shall warrant it or whenever the majority leader or the  
17 minority leader of the Senate and the majority leader or the  
18 minority leader of the House, acting jointly, file a written  
19 request with the Secretary of the Senate and the Clerk of  
20 the House that the Congress reassemble for the consideration  
21 of legislation.

22

#### COMMITTEE PROCEDURE

23 SEC. 124. (a) Each standing committee of the Senate  
24 and the House of Representatives shall set aside a regular  
25 period during each month to afford opportunity to Members

1 who have introduced any bill or resolution to appear before  
2 the committee to explain the measure and outline the nature  
3 and character of the considerations which in their judgment  
4 support its passage.

5 (b) Each such committee shall fix regular weekly, bi-  
6 weekly, or monthly meeting days for the transaction of busi-  
7 ness before the committee, and additional meetings may be  
8 called by the chairman as he may deem necessary.

9 (c) Each such committee shall keep a complete record  
10 of all committee proceedings. Such record shall include  
11 the attendance of Members at committee sessions and a  
12 record of the votes on any question on which a record vote  
13 is demanded. Such record votes shall be printed in the  
14 Congressional Record.

15 (d) It shall be the duty of the chairman of each such  
16 committee to report promptly to the Senate or House of  
17 Representatives, as the case may be, any measure approved  
18 by his committee and to take necessary steps to bring the  
19 matter to a vote.

20 (e) No measure or recommendation shall be reported  
21 from any such committee unless a majority of the committee  
22 were actually present and voted in favor of such report.

23 (f) Each committee report shall contain an outline of  
24 the proposed legislation in nontechnical digest form, together  
25 with a supporting statement of reasons for the enactment



1 of the measure and a statement of the national interest  
2 involved. The report shall also include estimates of the cost  
3 of carrying out the legislation. Such outlines, statements,  
4 and estimates shall be prepared by the staff of the com-  
5 mittee.

6 (g) Each standing committee shall, so far as practicable,  
7 require all witnesses appearing before it to file in advance  
8 written statements of their proposed testimony, and to  
9 limit their oral presentations to brief summaries of  
10 their argument. The staff of each committee shall prepare  
11 digests of such statements for the use of committee members.

12 (h) All hearings conducted by standing committees  
13 or their subcommittees shall be open to the public, except  
14 executive sessions for marking up bills or for voting or  
15 where the committee by a majority vote orders a secret  
16 executive session in the interest of national security.

17 COMMITTEE POWERS

18 SEC. 125. (a) Each standing committee of the Senate  
19 and of the House of Representatives, including any subcom-  
20 mittee of any such committee, is authorized to hold such  
21 hearings, to sit and act at such times and places during the  
22 sessions, recesses, and adjourned periods of their respective  
23 Houses (except that the provisions of this subsection shall  
24 not be applicable to committees of the House of Repre-

1    representatives during any period in which the House of Repre-  
2    sentatives is in adjournment sine die), to require by subpena  
3    or otherwise the attendance of such witnesses and the  
4    production of such correspondence, books, papers, and docu-  
5    ments, to take such testimony and to make such expenditures  
6    (not in excess of \$10,000 for each committee) as it deems  
7    advisable. Each such committee may make investigations  
8    into any matter within its jurisdiction, may report such  
9    hearings as may be had by it, and may employ  
10    stenographic assistance at a cost not exceeding 25 cents  
11    per hundred words. The expenses of the committee shall  
12    be paid from the contingent fund of the Senate or the  
13    House, as the case may be, upon vouchers approved by  
14    the chairman.

15        (b) No standing committee of the Senate or the House,  
16    except the Committee on Rules of the House, shall sit,  
17    without special leave, while the Senate or the House, as  
18    the case may be, is in session.

19                    SPECIAL COMMITTEES BANNED

20        SEC. 126. No bill or resolution, and no amendment to  
21    any bill or resolution to establish or to continue a special  
22    or select committee, including a joint committee, shall be  
23    received or considered in either the Senate or the House  
24    of Representatives.

1 CONFERENCE RULES ON AMENDMENTS IN NATURE OF  
2 SUBSTITUTE

3        SEC. 127. (a) In any case in which a disagreement to  
4        an amendment in the nature of a substitute has been referred  
5        to conferees, it shall be in order for the conferees to report  
6        a substitute on the same subject matter; but they may not  
7        include in the report matters not committed to them by either  
8        House nor strike out anything agreed to and passed by both  
9        Houses. They may, however, include in their report in any  
10       such case matters which are germane modifications of sub-  
11       jects in disagreement.

(b) In any case in which the conferees include or strike out matter in violation of subsection (a), the conference report shall be subject to a point of order.

## 15 LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

16 SEC. 128. To assist the Congress in appraising the ad-  
17 ministration of the laws and in developing such amendments  
18 or related legislation as it may deem necessary, each stand-  
19 ing committee of the Senate and the House of Representatives  
20 shall exercise continuous surveillance of the execution by the  
21 administrative agencies concerned of any laws, the subject  
22 matter of which is within the jurisdiction of such committee;  
23 and, for that purpose, shall study all pertinent reports and  
24 data submitted to the Congress by the agencies in the  
25 executive branch of the Government.



## 1 DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

2 SEC. 129. In any case in which a controversy arises  
3 as to the jurisdiction of any standing committee with respect  
4 to any proposed legislation, the question of jurisdiction shall  
5 be decided by the presiding officer of the Senate or the House  
6 of Representatives, as the case may be, without debate, in  
7 favor of that committee which has jurisdiction over the  
8 subject matter which predominates in such proposed legisla-  
9 tion; but such decision shall be subject to an appeal.

## 10 ESTIMATES OF RECEIPTS AND EXPENDITURES

11 SEC. 130. (a) The Committee on Ways and Means and  
12 the Committee on Appropriations of the House of Repre-  
13 sentatives, and the Committee on Finance and the Commit-  
14 tee on Appropriations of the Senate, are authorized and  
15 directed to meet jointly at the beginning of each session  
16 of Congress and after study and consultation report to their  
17 respective Houses the estimated over-all Federal receipts  
18 and expenditures for the ensuing fiscal year. Such report  
19 shall be made within sixty days after the opening of the  
20 session or by April 15, whichever first occurs.

21 (b) If the estimated expenditures exceed the estimated  
22 receipts in such report, the report shall be accompanied by  
23 a concurrent resolution, the matter after the resolving clause  
24 of which shall be substantially as follows: "That it is the  
25 sense of the Congress that the public debt shall be increased

1 in an amount equal to the amount by which the estimated  
2 expenditures for the ensuing fiscal year exceed the estimated  
3 receipts, such amount being \$ .”

4 (c) Until the concurrent resolution specified in subsec-  
5 tion (b) has been agreed to by both Houses, no general  
6 appropriation bill appropriating money for the ensuing fiscal  
7 year shall be received or considered in either House.

8 (d) This section shall not be applicable in time of war  
9 or during a national emergency proclaimed by the President.

10 HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

11 SEC. 131. (a) No general appropriation bill shall be  
12 considered in either House unless, prior to the consideration  
13 of such bill, printed committee hearings and reports on such  
14 bill have been available for at least three calendar days for  
15 the Members of the House in which such bill is to be  
16 considered.

17 (b) The Committees on Appropriations of the two  
18 Houses are authorized and directed, acting jointly, to develop  
19 a standard appropriation classification schedule which will  
20 clearly define in concise and uniform accounts the subtotals  
21 of appropriations asked for by agencies in the executive  
22 branch of the Government. That part of the printed hear-  
23 ings containing each such agency's request for appropriations  
24 shall be preceded by such a schedule.

25 (c) No general appropriation bill or amendment thereto

1 shall be received or considered in either House if it contains  
 2 a provision reappropriating unexpended balances of appro-  
 3 priations; except that this provision shall not apply to  
 4 appropriations in continuation of appropriations for public  
 5 works on which work has commenced.

6 (d) The Appropriations Committees of both Houses are  
 7 authorized and directed to make a study of (1) existing per-  
 8 manent appropriations with a view to limiting the number of  
 9 permanent appropriations and to recommend to their respec-  
 10 tive Houses what permanent appropriations, if any, should  
 11 be discontinued; and (2) the disposition of funds resulting  
 12 from the sale of Government property or services by all  
 13 departments and agencies in the executive branch of the  
 14 Government with a view to recommending to their respective  
 15 Houses a uniform system of control with respect to such  
 16 funds.

#### 17 RECORDS OF CONGRESS

18 SEC. 132. (a) The Secretary of the Senate and the  
 19 Clerk of the House of Representatives are authorized and  
 20 directed, acting jointly, to obtain at the close of each Congress  
 21 all of the noncurrent records of the Congress and of each  
 22 committee thereof and transfer them to the National Archives  
 23 for preservation.

24 (b) The Clerk of the House of Representatives is au-



1   thorized and directed to collect all of the noncurrent records  
2   of the House of Representatives from the First to the Seventy-  
3   sixth Congress, inclusive, and transfer such records to the  
4   National Archives for preservation.

5                   PRESERVATION OF COMMITTEE HEARINGS

6       SEC. 133. The Librarian of the Library of Congress is  
7   authorized and directed to have bound at the end of each  
8   session of Congress the printed hearings of testimony taken  
9   by each committee of the Congress at the preceding session.

10                   EFFECTIVE DATE

11       SEC. 134. This title shall take effect on the day on  
12   which the Eightieth Congress convenes; except that this  
13   section and sections 132 and 133 shall take effect on the  
14   date of enactment of this Act.

15                   TITLE II—MISCELLANEOUS

16           PART 1—STATUTORY PROVISIONS RELATING TO

17                   CONGRESSIONAL PERSONNEL

18                   OFFICE OF CONGRESSIONAL PERSONNEL

19       SEC. 201. (a) There shall be an office to be known  
20   as the Office of Congressional Personnel, and to be under  
21   the direction of a Director of Congressional Personnel  
22   (hereinafter referred to as the "Director"), who shall be  
23   appointed by the majority and minority leaders of the  
24   Senate and the House of Representatives, acting jointly,  
25   and shall receive compensation at the rate of \$10,000 a year.

1       (b) The Director shall be appointed without regard  
2 to political affiliations and solely on the ground of fitness  
3 to perform the duties of the office.

4       (c) The Director shall employ and fix the compensa-  
5 tion of such assistants, clerks, and other employees; and  
6 purchase such furniture, office equipment, books, stationery,  
7 and other supplies; as may be necessary for the proper  
8 performance of the duties of the office and as may be appro-  
9 priated for by Congress.

10       (d) Subject to the provisions of subsection (e) the  
11 Director shall—

12           (1) prepare a plan for a modern personnel system  
13 for all employees of the Senate and House of Repre-  
14 sentatives (including employees under the Architect of  
15 the Capitol), covering qualification standards, job classi-  
16 fications, tenure of employment, pay schedules, rules for  
17 promotions and pay increases, leave, retirement, and  
18 other matters pertaining thereto; and

19           (2) make a complete study of overlapping and  
20 duplicating services within the legislative establishment  
21 and prepare a plan for the establishment under unified  
22 management of (A) a central disbursing and auditing  
23 office (including provision for standardization of com-  
24 mittee travel and per diem allowances); (B) a central  
25 document room; (C) a central mailing room; (D) a

1       central post office; and (E) a central service manage-  
2       ment for all the Capitol buildings and grounds.

3       (e) The following provisions shall be an integral part  
4 of any plan or schedule submitted pursuant to this section:

5       (1) No person shall be appointed to any office or  
6 position under the Senate or the House of Representatives  
7 except upon certification by the Director that such person  
8 is qualified for such office or position.

9       (2) No person shall be appointed to any office or  
10 position on the staff of any committee of the Senate or  
11 the House of Representatives except upon recommendation  
12 of the Director and certification by him that such person  
13 is qualified for such office or position.

14       (3) All service employees of the Capitol, such as ele-  
15 vator operators, Capitol police, and guides, shall be  
16 appointed only on a merit basis to be established by the  
17 Director, to the end that the so-called patronage system  
18 shall be discontinued with respect to these positions and  
19 the fee system for guides shall be abolished.

20       (f) The Director shall report to the Congress at the  
21 earliest practicable date the results of his studies made pur-  
22 suant to subsection (d) and plans and schedules prepared  
23 in connection therewith.

24       (g) The provisions of this section shall not apply and  
25 the authority of the Director shall not extend to elected



1 officers of the Senate or House of Representatives, or to  
2 personnel of Members' offices, or to personnel of party policy  
3 committees herein provided for.

4 (h) The Director is authorized to prescribe rules and  
5 regulations for carrying out his functions under this Act.

6 (i) Until a central disbursing office is established, the  
7 Secretary of the Senate shall disburse the funds appropriated  
8 for the Office of Congressional Personnel.

9 STENOGRAPHIC POOL

10 SEC. 202. The Director shall establish a stenographic  
11 pool in each of the Senate and House Office Buildings for  
12 the use of Members during peak periods when their existing  
13 clerical facilities are inadequate to their needs, and shall  
14 make its facilities available, within proper limits, to the  
15 Members of Congress, under such rules and regulations as  
16 he may prescribe.

17 INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL

18 OFFICERS

19 SEC. 203. (a) Effective January 1, 1947, the annual  
20 salaries of the elected officers of the Senate and the House  
21 of Representatives (not including the Presiding Officers of  
22 the two Houses) shall be increased by 50 per centum.

23 (b) There is hereby authorized to be appropriated  
24 annually for the "Office of the Vice President" the sum of

1 \$23,130; and there is hereby authorized to be appropriated  
2 annually for the "Office of the Speaker" the sum of \$20,025.

3 ADMINISTRATIVE ASSISTANT TO MEMBERS

4 SEC. 204. Each Senator, Representative in Congress,  
5 Delegate from the Territories, and the Resident Commis-  
6 sioner from Puerto Rico is authorized to employ an ad-  
7 ministrative assistant whose duty it shall be to assist the  
8 member in carrying out his departmental business and other  
9 duties. Each such administrative assistant shall receive  
10 compensation at the rate of \$8,000 a year.

11 COMMITTEE STAFFS

12 SEC. 205. (a) Each standing committee of the Senate  
13 and the House of Representatives (other than the Appro-  
14 priations Committees) is authorized to appoint four profes-  
15 sional staff members in addition to the clerical staffs. Such  
16 staff members shall be appointed on a permanent basis  
17 upon the recommendation and certification of the Director  
18 of Congressional Personnel, without regard to political affilia-  
19 tions and solely on the basis of fitness to perform the duties  
20 of the office. Professional staff members shall not engage in  
21 any work other than committee business and no other duties  
22 may be assigned to them.

23 (b) The Committee on Appropriations of each House  
24 and each subcommittee thereof is authorized to appoint four  
25 professional staff members in addition to the clerical staff.

1 Such staff members shall be appointed on a permanent basis  
2 upon the recommendation and certification of the Director  
3 of Congressional Personnel, without regard to political affilia-  
4 tions and solely on the basis of fitness to perform the duties of  
5 the office. Professional staff members shall not engage in any  
6 work other than committee business and no other duties may  
7 be assigned to them. Two members of the professional staff  
8 shall be assigned to the chairman of each Committee on Ap-  
9 propriations and each subcommittee thereof; and two mem-  
10 bers of the professional staff shall be assigned to the ranking  
11 minority member of each such committee and subcommittee  
12 thereof. In addition to other duties, such professional staff  
13 members shall aid the chairmen and ranking minority mem-  
14 bers in making careful studies of budget requests with a view  
15 to eliminating unnecessary expenditures.

16 (c) The clerical staff of each such standing com-  
17 mittee shall consist of six clerks, two to be attached to the  
18 office of the chairman, two to the ranking minority member,  
19 and two to the professional staff; and the position of commit-  
20 tee janitor is hereby abolished. The clerical staff shall handle  
21 committee correspondence and stenographic work, both for  
22 the committee staff and for the chairman and ranking minor-  
23 ity member on matters related to committee work.

24 (d) All committee hearings, records, data, charts, and  
25 files shall be kept separate and distinct from the congressional



1 office records of the Member serving as chairman of the  
2 committee; and such records shall be the property of the  
3 Congress and all members of the committee and the respective  
4 Houses shall have access to such records. Each committee  
5 is authorized to have printed and bound such testimony and  
6 other data presented at hearings held by the committee.

7 (e) Until the Director of Congressional Personnel sub-  
8 mits a plan for revision of legislative pay schedules and such  
9 plan is accepted by the Congress, the professional staff mem-  
10 bers of the standing committees shall receive annual com-  
11 pensation, to be fixed by the chairman, ranging from \$6,000  
12 to \$8,000 and the clerical staff shall receive annual com-  
13 pensation ranging from \$2,000 to \$6,000.

14 (f) When the Director of Congressional Personnel sub-  
15 mits a plan for revision of legislative pay schedules and such  
16 plan is accepted by the Congress, all provisions of law  
17 authorizing chairmen of standing committees to rearrange  
18 or change the salaries and number of committee employees  
19 are hereby repealed; and the personnel of Members' offices  
20 shall not be assigned any committee work.

21 (g) No committee shall appoint to its staff any experts  
22 or other personnel detailed or assigned from any department  
23 or agency of the Government, except with the written per-  
24 mission of the Committee on Rules and Administration of

1 the Senate or the Committee on House Administration of  
2 the House of Representatives, as the case may be.

3 LEGISLATIVE REFERENCE SERVICE

4 SEC. 206. (a) The Librarian of Congress is authorized  
5 and directed to establish in the Library of Congress a  
6 separate department to be known as the Legislative Refer-  
7 ence Service. It shall be the duty of the Legislative  
8 Reference Service—

9 (1) upon request, to advise and assist any com-  
10 mittee of either House or any joint committee in the  
11 analysis, appraisal, and evaluation of legislative pro-  
12 posals pending before it, or of recommendations sub-  
13 mitted to Congress, by the President or any executive  
14 agency, and otherwise to assist in furnishing a basis  
15 for the proper determination of measures before the  
16 committee;

17 (2) upon request, or upon its own initiative in  
18 anticipation of requests, to gather, classify, analyze, and  
19 make available, in translations, indexes, digests, com-  
20 pilations and bulletins, and otherwise, data for or bearing  
21 upon legislation, and to render such data serviceable to  
22 Congress, and committees and Members thereof, without  
23 partisan bias in selection or presentation;

24 (3) to prepare summaries and digests of public

1       hearings before committees of the Congress, and of  
2       bills and resolutions of a public general nature intro-  
3       duced in either House;

4           (4) to assist representatives of the press and radio  
5       in reporting on the proceedings of Congress, and for  
6       this purpose the Director of the Legislative Reference  
7       Service is authorized to assign competent persons to  
8       the press and radio galleries of the Senate and the  
9       House of Representatives, who shall make available  
10      relevant records, debates, and background data.

11       (b) (1) A director and assistant director of the Legis-  
12      lative Reference Service, upon recommendation and certifica-  
13      tion of the Director of Congressional Personnel, and all other  
14      necessary personnel, shall be appointed by the Librarian  
15      of Congress, without regard to the civil-service laws and  
16      without reference to political affiliations, solely on the ground  
17      of fitness to perform the duties of their office. The compen-  
18      sation of all employees shall be fixed in accordance with  
19      the provisions of the Classification Act of 1923, as amended:  
20      *Provided*, That the grade of senior specialists in each field  
21      enumerated in paragraph (2) of this subsection shall not be  
22      less than the highest grade in the executive branch of the  
23      Government to which research analysts and consultants  
24      without supervisory responsibility are currently assigned.  
25      All employees of the Legislative Reference Service shall



1 be subject to the provisions of the civil-service retirement  
2 laws.

3 (2) The Librarian of Congress is further authorized to  
4 appoint in the Legislative Reference Service senior special-  
5 ists in the following broad fields: Agriculture; American  
6 government and public administration; American public law;  
7 conservation; education; engineering and public works; full  
8 employment; housing; industrial organization and corpora-  
9 tion finance; international affairs; international trade and  
10 economic geography; labor; mineral economics; money and  
11 banking; price economics; social welfare; taxation and fiscal  
12 policy; transportation and communications; and veterans'  
13 affairs. Such specialists, together with such other members  
14 of the staff as may be necessary, shall be available for special  
15 work with the appropriate committees of Congress for any  
16 of the purposes set out in section 206 (a) (1).

17 (c) There is hereby authorized to be appropriated for  
18 the work of the Legislative Reference Service the following  
19 sums: (1) For the fiscal year ending June 30, 1947,  
20 \$550,000; (2) for the fiscal year ending June 30, 1948,  
21 \$650,000; (3) for the fiscal year ending June 30, 1949,  
22 \$750,000; and (4) for each fiscal year thereafter such sums  
23 as may be necessary to carry on the work of the Service.

24 OFFICE OF THE LEGISLATIVE COUNSEL

25 SEC. 207. There is hereby authorized to be appropriated

1 for the work of the Office of the Legislative Counsel the  
2 following sums:

3 (1) For the fiscal year ending June 30, 1947,  
4 \$150,000;

5 (2) For the fiscal year ending June 30, 1948,  
6 \$200,000;

7 (3) For the fiscal year ending June 30, 1949,  
8 \$250,000;

9 (4) For the fiscal year ending June 30, 1950,  
10 \$250,000; and

11 (5) For each fiscal year thereafter such sums as may  
12 be necessary to carry on the work of the Office.

13 REDUCTIONS IN APPROPRIATIONS

14 SEC. 208. (a) If on December 31 in any fiscal year  
15 and after the resolution specified in section 130 (b) of title  
16 I of this Act has been agreed to by both Houses, the Presi-  
17 dent is of the opinion that the aggregate amount of ex-  
18 penditures for such fiscal year will exceed the receipts in an  
19 amount greater than the excess specified in such resolution,  
20 the President shall so proclaim; and on the date of such  
21 proclamation all appropriations (except permanent appro-  
22 priations and appropriations for servicing the public debt,  
23 for veterans' pensions and benefits, and to trust funds) shall  
24 be reduced by a uniform percentage (to be fixed by the  
25 President and included in such proclamation) which will

1 reduce the aggregate amount of the funds appropriated for  
2 such fiscal year in an amount equal to the difference between  
3 the excess proclaimed by the President and the excess  
4 specified in such resolution.

5 (b) This section shall not be applicable in time of  
6 war or during a national emergency proclaimed by the  
7 President.

8 TRANSFER OF APPROPRIATIONS BY THE EXECUTIVE  
9 AGENCIES

10 SEC. 209. Commencing on July 1, 1947, the trans-  
11 fer of funds from one appropriation account to another or  
12 from one organization unit to another in the executive depart-  
13 ments and other executive agencies of the Government is  
14 hereby prohibited.

15 STUDIES BY COMPTROLLER GENERAL

16 SEC. 210. The Comptroller General is authorized and  
17 directed to make a full and complete study of restrictions  
18 placed in general appropriation Acts limiting the expendi-  
19 ture of specified appropriations therein, with a view to de-  
20 termining the cost to the Government incident to complying  
21 with such restrictions, and to report to the Congress his  
22 estimate of the cost of complying with such restrictions and  
23 such other recommendations with respect thereto as he deems  
24 necessary or desirable.



## 1       EXPENDITURE ANALYSIS BY COMPTROLLER GENERAL

2       SEC. 211. The Comptroller General is authorized and  
3 directed to make an expenditure analysis of each agency in  
4 the executive branch of the Government (including Govern-  
5 ment corporations), which, in the opinion of the Comptroller  
6 General, will enable Congress to determine whether public  
7 funds have been carelessly or extravagantly administered and  
8 expended. Reports on such analyses shall be submitted by  
9 the Comptroller General, from time to time, to the Com-  
10 mittees on Expenditures in the Executive Departments, to  
11 the Appropriations Committees, to the legislative committees  
12 having jurisdiction over legislation relating to the operations  
13 of the respective agencies, and to each of the majority and  
14 minority policy committees, of the two Houses.

15       PART 2—STATUTORY PROVISIONS RELATING TO  
16                       COMMITTEES OF CONGRESS

## 17                   IMPROVEMENT OF CONGRESSIONAL RECORD

18       SEC. 221. The Joint Committee on Printing is au-  
19 thorized and directed to provide for printing in the Daily  
20 Record the legislative program for the day, together with  
21 a list of congressional committee meetings and hearings, and  
22 the place of meeting and subject matter; and to cause a brief  
23 résumé of congressional activities for the previous day to be  
24 incorporated in the Record, together with an index of its con-  
25 tents. Such data shall be prepared under the supervision of

1 the Secretary of the Senate and the Clerk of the House of  
2 Representatives, respectively.

3 JOINT COMMITTEE ON PRINTING

4 SEC. 222. Section 1 of the Act entitled "An Act Pro-  
5 viding for the public printing and binding and the distri-  
6 bution of public documents", approved January 12, 1895  
7 (28 Stat. 601), is amended to read as follows: "That there  
8 shall be a Joint Committee on Printing, consisting of the  
9 chairman and two members of the Committee on Rules and  
10 Administration of the Senate and the chairman and two  
11 members of the Committee on House Administration of the  
12 House of Representatives, who shall have the powers here-  
13 inafter stated."

14 JOINT COMMITTEE ON THE LIBRARY

15 SEC. 223. The Joint Committee of Congress on the  
16 Library shall hereafter consist of the chairman and four mem-  
17 bers of the Committee on Rules and Administration of the  
18 Senate and the chairman and four members of the Com-  
19 mittee on House Administration of the House of Repre-  
20 sentatives.

21 TRANSFER OF FUNCTIONS

22 SEC. 224. The functions, powers, and duties imposed  
23 by statute, resolution, or rule of either House of Congress  
24 on the date of enactment of this Act on a standing com-  
25 mittee of the Senate or the House of Representatives (or

1 the chairman thereof) are hereby transferred to that stand-  
 2 ing committee created by this Act (or the chairman thereof)  
 3 to which is transferred the legislative jurisdiction over the  
 4 subject matter to which such functions, powers, and duties  
 5 relate; except that the respective chairmen of the Com-  
 6 mittees on Civil Service of the two Houses created by this  
 7 Act shall be members of the National Archives Council.

8 PART 3—PROVISIONS RELATING TO CAPITOL AND POLICY  
 9 COMMITTEES

10 REMODELING OF HOUSE AND SENATE CHAMBERS

11 SEC. 241. The Architect of the Capitol is authorized  
 12 and directed to prepare plans and submit them to Congress  
 13 at the earliest practicable date for the remodeling (a) of  
 14 the chambers of the two Houses of Congress so as to provide  
 15 improved acoustics, better lighting, and adequate gallery  
 16 facilities; (b) of the caucus rooms in the Senate and House  
 17 Office Buildings to provide improved acoustics and seating  
 18 facilities and for the presentation of motion picture or other  
 19 visual displays on matters of national interest; and (c) of  
 20 the Senate and House Restaurants to provide for more  
 21 convenient dining facilities.

22 ASSIGNMENT OF CAPITOL SPACE

23 SEC. 242. The President pro tempore of the Senate and  
 24 the Speaker of the House of Representatives shall cause a sur-  
 25 vey to be made of available space within the Capitol which



1 could be utilized for joint committee meetings, meetings of  
2 conference committees, and other meetings requiring the  
3 attendance of both Senators and Members of the House of  
4 Representatives; and shall recommend the reassignment of  
5 such space to accommodate such meetings.

6 SENATE AND HOUSE PAGES

7 SEC. 243. (a) Pages for the Senate and the House of  
8 Representatives shall be appointed by the Director of Con-  
9 gressional Personnel from among boys who live at home with  
10 their parent or parents or guardian, or in orphanages, in the  
11 metropolitan area of the District of Columbia.

12 (b) The Secretary of the Senate and the Clerk of the  
13 House of Representatives, acting jointly, are authorized and  
14 directed to enter into an arrangement with the Board of  
15 Education of the District of Columbia for the education of said  
16 pages and pages of the Supreme Court in the public school  
17 system of the District. Such arrangement shall include pro-  
18 vision for reimbursement to the District of Columbia for any  
19 additional expenses incurred by the public school system of  
20 the District in carrying out such arrangement.

21 (c) There are hereby authorized to be appropriated  
22 such sums as may be necessary to reimburse the District of  
23 Columbia in accordance with the arrangement referred to in  
24 subsection (b).

## 1 MAJORITY AND MINORITY POLICY COMMITTEES

2 SEC. 244. (a) It is the sense of the Senate and the  
3 House of Representatives that the majority party and the  
4 principal minority party in the respective Houses should  
5 each at the beginning of each Congress appoint a policy  
6 committee, consisting of seven members, for the formulation  
7 of over-all legislative policy of the respective parties.

8 (b) There is hereby authorized to be appropriated  
9 annually for each policy committee the sum of \$30,000,  
10 for the maintenance of a staff to assist in study, analysis,  
11 and research on problems involved in policy determinations.  
12 The members of each such staff shall be appointed, and  
13 their compensation fixed, by the policy committee concerned;  
14 but no such compensation shall be fixed at a rate in excess  
15 of \$8,000 per annum.

## 16 JOINT LEGISLATIVE-EXECUTIVE COUNCIL

17 SEC. 245. In order to promote mutual understanding and  
18 harmony between the legislative and executive branches of the  
19 Government, the majority policy committees when estab-  
20 lished shall serve also on a formal council to meet at regular  
21 intervals with the Executive and with such members of his  
22 Cabinet as may be desirable, to consult and collaborate in  
23 the formulation and carrying out of national policy; and,  
24 from time to time, the minority policy committees shall be

1 included in such joint conferences on broad questions of  
2 foreign and domestic policy.

3           EXPERIMENTATION WITH MEETING SCHEDULES

4       SEC. 246. It is the sense of the Senate and the House  
5 of Representatives that the leadership of the respective  
6 Houses experiment with schedules for meetings of the two  
7 Houses so as to determine whether the business of the Con-  
8 gress will be more efficiently transacted by providing for  
9 alternate days for chamber sessions and committee meetings,  
10 or by providing for three full days for committee meetings  
11 and three full days for sessions in the chambers, or by pro-  
12 viding some other schedule, including night sessions.

13                           EFFECTIVE DATE

14       SEC. 247. This title shall take effect on the date of its  
15 enactment; except that sections 205 (c), 222, 223, 224,  
16 and 243 shall take effect on the day on which the Eightieth  
17 Congress convenes.

18       TITLE III—REGULATION OF LOBBYING ACT

19                           SHORT TITLE

20       SEC. 301. This title may be cited as the “Federal Regu-  
21 lation of Lobbying Act”.

22                           DEFINITIONS

23       SEC. 302. When used in this title—

24       (a) The term “contribution” includes a gift, subscription,



1 loan, advance, or deposit of money or anything of value and  
 2 includes a contract, promise, or agreement, whether or not  
 3 legally enforceable, to make a contribution.

4 (b) The term "expenditure" includes a payment, dis-  
 5 tribution, loan, advance, deposit, or gift of money or any-  
 6 thing of value, and includes a contract, promise, or agree-  
 7 ment, whether or not legally enforceable, to make an  
 8 expenditure.

9 (c) The term "person" includes an individual, partner-  
 10 ship, committee, association, corporation, and any other  
 11 organization or group of persons.

12 (d) The term "Clerk" means the Clerk of the House  
 13 of Representatives of the United States.

14 (e) The term "legislation" means bills, resolutions,  
 15 amendments, nominations, and other matters pending or  
 16 proposed in either House of Congress, and includes any  
 17 other matter which may be the subject of action by either  
 18 House.

#### 19 DETAILED ACCOUNTS OF CONTRIBUTIONS

20 SEC. 303. (a) It shall be the duty of every person  
 21 who shall in any manner solicit or receive a contribution  
 22 to any organization or fund for the purposes hereinafter  
 23 designated to keep a detailed and exact account of—

24 (1) all contributions of any amount or of any value  
 25 whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

#### RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof render to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

#### STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes hereinafter designated shall file with the Clerk between the first and tenth

1 day of each calendar quarter, a statement containing complete  
2 as of the day next preceding the date of filing—

3 (1) the name and address of each person who has  
4 made a contribution of \$500 or more not mentioned  
5 in the preceding report; except that the first report filed  
6 pursuant to this title shall contain the name and address  
7 of each person who has made any contribution of \$500  
8 or more to such person since the effective date of this  
9 title;

10 (2) the total sum of the contributions made to or  
11 for such person during the calendar year and not stated  
12 under paragraph (1) ;

13 (3) the total sum of all contributions made to or for  
14 such person during the calendar year;

15 (4) the name and address of each person to whom  
16 an expenditure in one or more items of the aggregate  
17 amount or value, within the calendar year, of \$10 or  
18 more has been made by or on behalf of such person,  
19 and the amount, date, and purpose of such expenditure;

20 (5) the total sum of all expenditures made by or  
21 on behalf of such person during the calendar year and  
22 not stated under paragraph (4) ;

23 (6) the total sum of expenditures made by or on  
24 behalf of such person during the calendar year;

25 (b) The statements required to be filed by subsection



1 (a) shall be cumulative during the calendar year to which  
2 they relate, but where there has been no change in an item  
3 reported in a previous statement only the amount need be  
4 carried forward.

5 STATEMENT PRESERVED FOR TWO YEARS

6 SEC. 306. A statement required by this title to be filed  
7 with the Clerk—

8 (a) shall be deemed properly filed when deposited  
9 in an established post office within the prescribed time,  
10 duly stamped, registered, and directed to the Clerk of  
11 the House of Representatives of the United States,  
12 Washington, District of Columbia, but in the event it is  
13 not received, a duplicate of such statement shall be  
14 promptly filed upon notice by the Clerk of its nonreceipt;

15 (b) shall be preserved by the Clerk for a period  
16 of two years from the date of filing, shall constitute  
17 part of the public records of his office, and shall be open  
18 to public inspection.

19 PERSONS TO WHOM APPLICABLE

20 SEC. 307. The provisions of this title shall apply to any  
21 person (except a political committee as defined in the  
22 Federal Corrupt Practices Act, and duly organized State or  
23 local committees of a political party), who by himself, or  
24 through any agent or employee or other persons in any  
25 manner whatsoever, directly or indirectly, solicits, collects,

1 or receives money or any other thing of value to be used prin-  
2 cipally to aid, or the principal purpose of which person is  
3 to aid, in the accomplishment of any of the following  
4 purposes:

5 (a) The passage or defeat of any legislation by the  
6 Congress of the United States.

7 (b) To influence, directly or indirectly, the passage or  
8 defeat of any legislation by the Congress of the United  
9 States.

10 (c) To influence, directly or indirectly, the election or  
11 defeat of any candidate for any elective Federal office.

12 REGISTRATION WITH SECRETARY OF THE SENATE AND  
13 CLERK OF THE HOUSE

14 SEC. 308. (a) Any person who shall engage himself for  
15 pay or for any consideration for the purpose of attempting to  
16 influence the passage or defeat of any legislation by the  
17 Congress of the United States shall, before doing anything  
18 in furtherance of such object, register with the Clerk of the  
19 House of Representatives and the Secretary of the Senate  
20 and shall give to those officers in writing and under oath,  
21 his name and business address, the name and address of the  
22 person by whom he is employed, and in whose interest he  
23 appears or works, the duration of such employment, how  
24 much he is paid and is to receive, by whom he is paid or  
25 is to be paid, how much he is to be paid for expenses, and

1 what expenses are to be included. Each such person so  
2 registering shall, between the first and tenth day of each  
3 calendar quarter, so long as his activity continues, file with  
4 the Clerk and Secretary a detailed report under oath of all  
5 money received and expended by him during the preceding  
6 calendar quarter in carrying on his work; to whom  
7 paid; for what purposes; and the names of any papers,  
8 periodicals, magazines, or other publications in which he  
9 has caused to be published any articles or editorials; and  
10 the proposed legislation he is employed to support or oppose.  
11 The provisions of this section shall not apply to any person  
12 who merely appears before a committee of the Congress  
13 of the United States in support of or opposition to  
14 legislation but who engages in no further or other activities  
15 in connection with the passage or defeat of such legislation;  
16 nor to any public official acting in his official capacity; nor  
17 in the case of any newspaper or other regularly published  
18 periodical (including any individual who owns, publishes,  
19 or is employed by any such newspaper or periodical) which  
20 in the ordinary course of business publishes news items, edi-  
21 torials, or other comments, or paid advertisements, which  
22 directly or indirectly urge the passage or defeat of legisla-  
23 tion, if such newspaper, periodical, or individual, engages in  
24 no further or other activities in connection with the passage  
25 or defeat of such legislation, other than to appear before a



1 committee of the Congress of the United States in support  
2 of or in opposition to such legislation.

3 (b) All information required to be filed under the pro-  
4 visions of this section with the Clerk of the House of Repre-  
5 sentatives and the Secretary of the Senate shall be compiled  
6 by said Clerk and Secretary, acting jointly, as soon as prac-  
7 ticable after the close of the calendar quarter with respect  
8 to which such information is filed and shall be printed in the  
9 Congressional Record.

10 REPORTS AND STATEMENTS TO BE MADE UNDER OATH

11 SEC. 309. All reports and statements required under this  
12 title shall be made under oath, before an officer authorized  
13 by law to administer oaths.

14 PENALTIES

15 SEC. 310. (a) Any person who violates any of the  
16 provisions of this title, shall, upon conviction, be guilty of a  
17 misdemeanor, and shall be punished by a fine of not more  
18 than \$5,000 or imprisonment for not more than twelve  
19 months, or by both such fine and imprisonment.

20 (b) In addition to the penalties provided for in sub-  
21 section (a), any person convicted of the misdemeanor  
22 specified therein is prohibited, for a period of three years  
23 from the date of such conviction, from attempting to  
24 influence, directly or indirectly, the passage or defeat of  
25 any proposed legislation or from appearing before a com-

1 mittee of the Congress in support of or opposition to pro-  
2 posed legislation; and any person who violates any  
3 provision of this subsection shall, upon conviction thereof,  
4 be guilty of a felony, and shall be punished by a fine of  
5 not more than \$10,000, or imprisonment for not more than  
6 five years, or by both such fine and imprisonment.

#### 7 EXEMPTION

8 SEC. 311. The provisions of this title shall not apply  
9 to practices or activities regulated by the Federal Corrupt  
10 Practices Act nor be construed as repealing any portion of  
11 said Federal Corrupt Practices Act.

### 12 TITLE IV—FEDERAL TORT CLAIMS ACT

#### 13 PART 1—SHORT TITLE AND DEFINITIONS

##### 14 SHORT TITLE

15 SEC. 401. This title may be cited as the “Federal Tort  
16 Claims Act”.

##### 17 DEFINITIONS

18 SEC. 402. As used in this title, the term—

19 (a) “Federal agency” includes the executive depart-  
20 ments and independent establishments of the United States,  
21 and corporations whose primary function is to act as, and  
22 while acting as, instrumentalities or agencies of the United  
23 States, whether or not authorized to sue and be sued in their  
24 own names: *Provided*, That this shall not be construed to  
25 include any contractor with the United States.

1       (b) "Employee of the Government" includes officers  
2 or employees of any Federal agency, members of the military  
3 or naval forces of the United States, and persons acting on  
4 behalf of a Federal agency in an official capacity, temporarily  
5 or permanently in the service of the United States, whether  
6 with or without compensation.

7       (c) "Acting within the scope of his office or employ-  
8 ment", in the case of a member of the military or naval forces  
9 of the United States, means acting in line of duty.

10   PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS

11                   AGAINST THE UNITED STATES

12                           CLAIMS OF \$1,000 OR LESS

13       SEC. 403. (a) Subject to the limitations of this title,  
14 authority is hereby conferred upon the head of each Federal  
15 agency, or his designee for the purpose, acting on behalf  
16 of the United States, to consider, ascertain, adjust, determine,  
17 and settle any claim against the United States for money  
18 only, accruing on and after January 1, 1945, on account  
19 of damage to or loss of property or on account of  
20 personal injury or death, where the total amount of the  
21 claim does not exceed \$1,000, caused by the negligent or  
22 wrongful act or omission of any employee of the Govern-  
23 ment while acting within the scope of his office or employ-  
24 ment, under circumstances where the United States, if a  
25 private person, would be liable to the claimant for such



1 damage, loss, injury, or death, in accordance with the law  
2 of the place where the act or omission occurred.

3 (b) Subject to the provisions of part 3 of this title, any  
4 such award or determination shall be final and conclusive  
5 on all officers of the Government, except when procured by  
6 means of fraud, notwithstanding any other provision of law  
7 to the contrary.

8 (c) Any award made to any claimant pursuant to this  
9 section, and any award, compromise, or settlement of any  
10 claim cognizable under this title made by the Attorney  
11 General pursuant to section 413, shall be paid by the head  
12 of the Federal agency concerned out of appropriations that  
13 may be made therefor, which appropriations are hereby  
14 authorized.

15 (d) The acceptance by the claimant of any such award,  
16 compromise, or settlement shall be final and conclusive on  
17 the claimant, and shall constitute a complete release by the  
18 claimant of any claim against the United States and against  
19 the employee of the Government whose act or omission  
20 gave rise to the claim, by reason of the same subject matter.

21 REPORTS

22 SEC. 404. The head of each Federal agency shall annu-  
23 ally make a report to the Congress of all claims paid by  
24 such Federal agency under this part. Such report shall  
25 include the name of each claimant, a statement of the amount

1 claimed and the amount awarded, and a brief description  
2 of the claim.

3 PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED  
4 STATES

5 JURISDICTION

6 SEC. 410. (a) Subject to the provisions of this title,  
7 the United States district court for the district wherein the  
8 plaintiff is resident or wherein the act or omission complained  
9 of occurred, including the United States district courts for the  
10 Territories and possessions of the United States, sitting with-  
11 out a jury, shall have exclusive jurisdiction to hear, deter-  
12 mine, and render judgment on any claim against the United  
13 States, for money only, accruing on and after January 1,  
14 1945, on account of damage to or loss of property or on  
15 account of personal injury or death caused by the negligent or  
16 wrongful act or omission of any employee of the Government  
17 while acting within the scope of his office or employment,  
18 under circumstances where the United States, if a private  
19 person, would be liable to the claimant for such damage, loss,  
20 injury, or death in accordance with the law of the place where  
21 the act or omission occurred. Subject to the provisions of  
22 this title, the United States shall be liable in respect of such  
23 claims to the same claimants, in the same manner, and to the  
24 same extent as a private individual under like circumstances,  
25 except that the United States shall not be liable for interest

1 prior to judgment, or for punitive damages. Costs shall be  
2 allowed in all courts to the successful claimant to the same  
3 extent as if the United States were a private litigant, except  
4 that such costs shall not include attorneys' fees.

5 (b) The judgment in such an action shall constitute a  
6 complete bar to any action by the claimant, by reason of the  
7 same subject matter, against the employee of the Government  
8 whose act or omission gave rise to the claim. No suit shall be  
9 instituted pursuant to this section upon a claim presented to  
10 any Federal agency pursuant to part 2 of this title unless such  
11 Federal agency has made final disposition of the claim: *Pro-*  
12 *vided*, That the claimant may, upon fifteen days' notice given  
13 in writing, withdraw the claim from consideration of the  
14 Federal agency and commence suit thereon pursuant to this  
15 section: *Provided further*, That as to any claim so disposed  
16 of or so withdrawn, no suit shall be instituted pursuant to this  
17 section for any sum in excess of the amount of the claim  
18 presented to the Federal agency, except where the increased  
19 amount of the claim is shown to be based upon newly discov-  
20 ered evidence not reasonably discoverable at the time of pres-  
21 entation of the claim to the Federal agency or upon evidence  
22 of intervening facts, relating to the amount of the claim.  
23 Disposition of any claim made pursuant to part 2 of this  
24 title shall not be competent evidence of liability or amount of  
25 damages in proceedings on such claim pursuant to this section.



SEC. 411. In actions under this part, the forms of process, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the Act of March 3, 1875 (24 Stat. 505).

SEC. 412. (a) Final judgments in the district courts in  
s under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same  
manner and to the same extent as other judgments of the  
district courts; or

(2) in the Court of Claims of the United States:  
*Provided*, That the notice of appeal filed in the district  
court under rule 73 of the Rules of Civil Procedure  
shall have affixed thereto the written consent on behalf  
of all the appellees that the appeal be taken to the Court  
of Claims of the United States. Such appeals to the  
Court of Claims of the United States shall be taken  
within three months after the entry of the judgment  
of the district court, and shall be governed by the rules

1 relating to appeals from a district court to a circuit  
2 court of appeals adopted by the Supreme Court pur-  
3 suant to the Act of June 19, 1934 (48 Stat. 1064).

4 In such appeals the Court of Claims of the United  
5 States shall have the same powers and duties as those  
6 conferred on a circuit court of appeals in respect to  
7 appeals under section 4 of the Act of February 13,  
8 1925 (43 Stat. 939).

9 (b) Sections 239 and 240 of the Judicial Code, as  
10 amended, shall apply to cases under this part in the circuit  
11 courts of appeals and in the Court of Claims of the United  
12 States to the same extent as to cases in a circuit court of  
13 appeals therein referred to.

#### 14 COMPROMISE

15 SEC. 413. With a view to doing substantial justice, the  
16 Attorney General is authorized to arbitrate, compromise, or  
17 settle any claim cognizable under this part, after the insti-  
18 tution of any suit thereon.

#### 19 PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

##### 20 ONE-YEAR STATUTE OF LIMITATIONS

21 SEC. 420. Every claim against the United States cogni-  
22 zable under this title shall be forever barred, unless within  
23 one year after such claim accrued or within one year after the  
24 date of enactment of this Act, whichever is later, it is pre-

1 sented in writing to the Federal agency out of whose  
2 activities it arises, if such claim is for a sum not exceeding  
3 \$1,000; or unless within one year after such claim accrued  
4 or within one year after the date of enactment of this Act,  
5 whichever is later, an action is begun pursuant to part  
6 3 of this title. In the event that a claim for a sum  
7 not exceeding \$1,000 is presented to a Federal agency as  
8 aforesaid, the time to institute a suit pursuant to part 3 of  
9 this title shall be extended for a period of six months from the  
10 date of mailing of notice to the claimant by such Federal  
11 agency as to the final disposition of the claim or from the  
12 date of withdrawal of the claim from such Federal agency  
13 pursuant to section 410 of this title, if it would otherwise  
14 expire before the end of such period.

#### 15 EXCEPTIONS

16 SEC. 421. The provisions of this title shall not apply to—

17 (a) Any claim based upon an act or omission of an  
18 employee of the Government, exercising due care, in the  
19 execution of a statute or regulation, whether or not such  
20 statute or regulation be valid, or based upon the exercise or  
21 performance or the failure to exercise or perform a discre-  
22 tionary function or duty on the part of a Federal agency or  
23 an employee of the Government, whether or not the discre-  
24 tion involved be abused.



1       (b) Any claim arising out of the loss, miscarriage, or  
2 negligent transmission of letters or postal matter.

3       (c) Any claim arising in respect of the assessment or  
4 collection of any tax or customs duty, or the detention of any  
5 goods or merchandise by any officer of customs or excise or  
6 any other law-enforcement officer.

7       (d) Any claim for which a remedy is provided by the  
8 Act of March 9, 1920 (U. S. C., title 46, secs. 741-752,  
9 inclusive), or the Act of March 3, 1925 (U. S. C., title 46,  
10 secs. 781-790, inclusive), relating to claims or suits in ad-  
11 miralty against the United States.

12       (e) Any claim arising out of an act or omission of any  
13 employee of the Government in administering the provisions  
14 of the Trading with the Enemy Act, as amended.

15       (f) Any claim for damages caused by the imposition or  
16 establishment of a quarantine by the United States.

17       (g) Any claim arising from injury to vessels, or to the  
18 cargo, crew, or passengers of vessels, while passing through  
19 the locks of the Panama Canal or while in Canal Zone  
20 waters.

21       (h) Any claim arising out of assault, battery, false  
22 imprisonment, false arrest, malicious prosecution, abuse of  
23 process, libel, slander, misrepresentation, deceit, or interfer-  
24 ence with contract rights.

1       (i) Any claim for damages caused by the fiscal opera-  
2 tions of the Treasury or by the regulation of the monetary  
3 system.

4       (j) Any claim arising out of the activities of the mili-  
5 tary or naval forces, or the Coast Guard, during time of war.

6       (k) Any claim arising in a foreign country.

7                                   ATTORNEYS' FEES

8       SEC. 422. The court rendering a judgment for the plain-  
9 tiff pursuant to part 3 of this title, or the head of the  
10 Federal agency or his designee making an award pursuant  
11 to part 2 of this title, or the Attorney General making a  
12 disposition pursuant to section 413 of this title, as the case  
13 may be, may, as a part of the judgment, award, or settlement,  
14 determine and allow reasonable attorney's fees, which, if the  
15 recovery is \$500 or more, shall not exceed 10 per centum  
16 of the amount recovered under part 2, or 20 per centum of  
17 the amount recovered under part 3, to be paid out of but  
18 not in addition to the amount of judgment, award, or settle-  
19 ment recovered, to the attorneys representing the claimant.  
20 Any attorney who charges, demands, receives, or collects for  
21 services rendered in connection with such claim any amount  
22 in excess of that allowed under this section, if recovery be  
23 had, shall be guilty of a misdemeanor, and shall, upon con-  
24 viction thereof, be subject to a fine of not more than \$2,000  
25 or imprisonment for not more than one year, or both.

## EXCLUSIVENESS OF REMEDY

SEC. 423. From and after the date of approval of this title, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

## CERTAIN STATUTES INAPPLICABLE

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing after the date of approval of this title, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law Numbered 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).

Section 16 of Public Law Numbered 163, Seventy-fifth Congress, approved June 28, 1937 (50 Stat. 321; U. S. C., title 16, sec. 584 (o)).



1       Public Law Numbered 267, Sixty-sixth Congress, ap-  
2   proved June 5, 1920 (41 Stat. 1054; U. S. C., title 33,  
3   sec. 853).

4       Public Law Numbered 481, Seventy-fourth Congress,  
5   approved March 20, 1936 (49 Stat. 1184; U. S. C., title  
6   5, sec. 300 (b) ).

7       Section 4 of the River and Harbor Act, approved  
8   June 25, 1910, as amended by the Act of June 5, 1920  
9   (41 Stat. 1015; U. S. C., title 33, sec. 564).

10      Section 1 of Public Law Numbered 338, Sixty-second  
11   Congress, approved August 24, 1912 (37 Stat. 586;  
12   U. S. C., title 5, sec. 208).

13      Public Law Numbered 182, as amended, Sixty-fifth  
14   Congress, approved July 1, 1918 (40 Stat. 705; U. S. C.,  
15   title 34, sec. 600).

16      Section 4 of Public Law Numbered 18, Sixty-seventh  
17   Congress, approved June 16, 1921 (42 Stat. 63), as  
18   amended by Public Law Numbered 456, Seventy-third  
19   Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C.,  
20   title 5, sec. 392).

21      (b) Nothing contained herein shall be deemed to repeal  
22   any provision of law authorizing any Federal agency to  
23   consider, ascertain, adjust, settle, determine, or pay any claim  
24   on account of damage to or loss of property or on account  
25   of personal injury or death, in cases in which such damage,

1 loss, injury, or death was not caused by any negligent or  
2 wrongful act or omission of an employee of the Government  
3 while acting within the scope of his office or employment, or  
4 any other claim not cognizable under part 2 of this title.

## 5 TITLE V—GENERAL BRIDGE ACT

### 6 SHORT TITLE

7 SEC. 501. This title may be cited as the “General Bridge  
8 Act of 1946”.

### 9 CONSENT OF CONGRESS

10 SEC. 502. (a) The consent of Congress is hereby granted  
11 for the construction, maintenance, and operation of bridges  
12 and approaches thereto over the navigable waters of the  
13 United States, in accordance with the provisions of this title.

14 (b) The location and plans for such bridges shall be  
15 approved by the Chief of Engineers and the Secretary of  
16 War before construction is commenced, and, in approving  
17 the location and plans of any bridge, they may impose any  
18 specific conditions relating to the maintenance and operation  
19 of the structure which they may deem necessary in the inter-  
20 est of public navigation, and the conditions so imposed shall  
21 have the force of law.

22 (c) Notwithstanding the provisions of subsections (a)  
23 and (b), it shall be unlawful to construct or commence the  
24 construction of any privately owned highway toll bridge  
25 until the location and plans thereof shall also have been

1 submitted to and approved by the highway department or  
2 departments of the State or States in which the bridge and  
3 its approaches are situated; and where such bridge shall be  
4 between two or more States and the highway departments  
5 thereof shall be unable to agree upon the location and plans  
6 therefor, or if they, or either of them, shall fail or refuse to  
7 act upon the location and plans submitted, such location and  
8 plans then shall be submitted to the Public Roads Adminis-  
9 tration and, if approved by the Public Roads Administration,  
10 approval by the highway departments shall not be required.

#### 11 TOLLS

12 SEC. 503. If tolls shall be charged for the transit over  
13 any interstate bridge of engines, cars, streetcars, wagons,  
14 carriages, vehicles, animals, foot passengers, or other pas-  
15 sengers, such tolls shall be reasonable and just, and the  
16 Secretary of War may, at any time, and from time to time,  
17 prescribe the reasonable rates of toll for such transit over  
18 such bridge, and the rates so prescribed shall be the legal  
19 rates and shall be the rates demanded and received for such  
20 transit.

#### 21 ACQUISITION BY PUBLIC AGENCIES

22 SEC. 504. After the completion of any interstate toll  
23 bridge constructed by an individual, firm, or corporation, as  
24 determined by the Secretary of War, either of the States  
25 in which the bridge is located, or any public agency or po-



1 litical subdivision of either of such States, within or adjoin-  
2 ing which any part of such bridge is located, or any two  
3 or more of them jointly, may at any time acquire and take  
4 over all right, title, and interest in such bridge and its ap-  
5 proaches, and any interest in real property for public pur-  
6 poses by condemnation or expropriation. If at any time  
7 after the expiration of five years after the completion of such  
8 bridge the same is acquired by condemnation or expropria-  
9 tion, the amount of damages or compensation to be allowed  
10 shall not include good will, going value, or prospective rev-  
11 enues or profits, but shall be limited to the sum of (1) the  
12 actual cost of constructing such bridge and its approaches,  
13 less a reasonable deduction for actual depreciation in value;  
14 (2) the actual costs of acquiring such interests in real  
15 property; (3) actual financing and promotion costs, not to  
16 exceed 10 per centum of the sum of the cost of constructing  
17 the bridge and its approaches and acquiring such interests  
18 in real property; and (4) actual expenditures for necessary  
19 improvements.

#### 20 STATEMENTS OF COST

21 SEC. 505. Within ninety days after the completion of a  
22 privately owned interstate toll bridge, the owner shall file  
23 with the Secretary of War and with the highway depart-  
24 ments of the States in which the bridge is located, a sworn  
25 itemized statement showing the actual original cost of con-

1 structing the bridge and its approaches, the actual cost of  
2 acquiring any interest in real property necessary therefor,  
3 and the actual financing and promotion costs. The Secre-  
4 tary of War may, and upon request of a highway depart-  
5 ment shall, at any time within three years after the com-  
6 pletion of such bridge, investigate such costs and determine  
7 the accuracy and the reasonableness of the costs alleged in  
8 the statement of costs so filed, and shall make a finding of  
9 the actual and reasonable costs of constructing, financing,  
10 and promoting such bridge. For the purpose of such investi-  
11 gation the said individual, firm, or corporation, its successors  
12 and assigns, shall make available all of its records in con-  
13 nection with the construction, financing, and promotion  
14 thereof. The findings of the Secretary of War as to the rea-  
15 sonable costs of the construction, financing, and promotion  
16 of the bridge shall be conclusive for the purposes mentioned  
17 in section 504 of this title, subject only to review in a court  
18 of equity for fraud or gross mistake.

19

## SINKING FUND

20 SEC. 506. If tolls are charged for the use of an interstate  
21 bridge constructed or taken over or acquired by a State or  
22 States or by any municipality or other political subdivision  
23 or public agency thereof, under the provisions of this title,  
24 the rates of toll shall be so adjusted as to provide a fund  
25 sufficient to pay for the reasonable cost of maintaining, re-

1 pairing, and operating the bridge and its approaches under  
2 economical management, and to provide a sinking fund suffi-  
3 cient to amortize the amount paid therefor, including reason-  
4 able interest and financing cost, as soon as possible under  
5 reasonable charges, but within a period of not to exceed  
6 twenty years from the date of constructing or acquiring the  
7 same. After a sinking fund sufficient for such amortization  
8 shall have been so provided, such bridge shall thereafter be  
9 maintained and operated free of tolls. An accurate record of  
10 the amount paid for acquiring the bridge and its approaches,  
11 the actual expenditures for maintaining, repairing, and oper-  
12 ating the same, and of the daily tolls collected, shall be kept  
13 and shall be available for the information of all persons  
14 interested.

#### 15                   APPLICABILITY OF TITLE

16       SEC. 507. The provisions of this title shall apply only to  
17 bridges over navigable waters of the United States, the  
18 construction of which is hereafter approved under the pro-  
19 visions of this title.

#### 20                   INTERNATIONAL BRIDGES

21       SEC. 508. This title shall not be construed to authorize  
22 the construction of any bridge which will connect the United  
23 States, or any Territory or possession of the United States,  
24 with any foreign country.



1

## EMINENT DOMAIN

2        SEC. 509. There are hereby conferred upon any indi-  
3 vidual, his heirs, legal representatives, or assigns, any firm  
4 or corporation, its successors or assigns, or any State, political  
5 subdivision, or municipality authorized in accordance with  
6 the provisions of this title to build a bridge between two or  
7 more States, all such rights and powers to enter upon lands  
8 and acquire, condemn, occupy, possess, and use real estate  
9 and other property in the respective States needed for the  
10 location, construction, operation, and maintenance of such  
11 bridge and its approaches, as are possessed by railroad cor-  
12 porations for railroad purposes or by bridge corporations  
13 for bridge purposes in the State in which such real estate or  
14 other property is situated, upon making just compensation  
15 therefor to be ascertained and paid according to the laws  
16 of such State, and the proceedings therefor shall be the same  
17 as in the condemnation or expropriation of property for pub-  
18 lic purposes in such State.

19

## PENALTIES

20        SEC. 510. Any person who fails or refuses to comply  
21 with any lawful order of the Secretary of War or the Chief  
22 of Engineers issued under the provisions of this title, or who  
23 fails to comply with any specific condition imposed by the  
24 Chief of Engineers and the Secretary of War relating to  
25 the maintenance and operation of bridges, or who refuses

1 to produce books, papers, or documents in obedience to a  
2 subpoena or other lawful requirement under this title, or who  
3 otherwise violates any provisions of this title, shall, upon  
4 conviction thereof, be punished by a fine of not to exceed  
5 \$5,000 or by imprisonment for not more than one year, or  
6 by both such fine and imprisonment.

7 RIGHTS RESERVED

8 SEC. 511. The right to alter, amend, or repeal this title  
9 is hereby expressly reserved as to any and all bridges which  
10 may be built under authority hereof.

11 TITLE VI—COMPENSATION AND RETIREMENT  
12 PAY OF MEMBERS OF CONGRESS

13 COMPENSATION OF MEMBERS OF CONGRESS

14 SEC. 601. (a) Effective on the day on which the  
15 Eightieth Congress convenes, the compensation of Senators,  
16 Representatives in Congress, Delegates from the Territories,  
17 and the Resident Commissioner from Puerto Rico shall be  
18 at the rate of \$15,000 per annum each; and the com-  
19 pensation of the Speaker of the House of Representatives  
20 and the Vice President of the United States shall be at the  
21 rate of \$20,000 per annum each.

22 (b) For the purpose of section 23 (a) (1) (A) of  
23 the Internal Revenue Code (relating to the deductibility of  
24 trade and business expenses), in the case of an individual  
25 holding an office as a Senator, Representative in Congress,

1 or Delegate or Resident Commissioner from a Territory or  
 2 possession, his home shall be considered to be his place of  
 3 residence within the State, Territory, or possession from  
 4 which he is such a Member, Delegate, or Resident Com-  
 5 missioner.

6 (c) The sentence contained in the Legislative Branch  
 7 Appropriation Act, 1946, which reads as follows: "There  
 8 shall be paid to each Representative and Delegate, and to  
 9 the Resident Commissioner from Puerto Rico, after January  
 10 2, 1945, an expense allowance of \$2,500 per annum to assist  
 11 in defraying expenses related to or resulting from the dis-  
 12 charge of his official duties, to be paid in equal monthly in-  
 13 stallments.", is hereby repealed.

14 RETIREMENT PAY OF MEMBERS OF CONGRESS

15 SEC. 602. (a) Section 3 (a) of the Civil Service  
 16 Retirement Act of May 29, 1930, as amended, is amended  
 17 by inserting after the words "elective officers" the words "in  
 18 the executive branch of the Government".

19 (b) Such Act, as amended, is further amended by  
 20 adding after section 3 the following new section:

21 "SEC. 3A. Notwithstanding any other provision of this  
 22 Act—

23 "(1) This Act shall not apply to any Member of Con-  
 24 gress until he gives notice in writing, while serving as a  
 25 Member of Congress, to the disbursing officer by whom his



1 salary is paid of his desire to come within the purview of this  
2 Act. Such notice may be given by a Member of Congress  
3 within six months after the date of enactment of the Legisla-  
4 tive Reorganization Act of 1946 or within six months after  
5 any date on which he takes an oath of office as a Member  
6 of Congress.

7 “(2) In the case of any Member of Congress who  
8 gives notice of his desire to come within the purview of  
9 this Act, the amount required to be deposited for the  
10 purposes of section 9 with respect to services rendered after  
11 the date of enactment of the Legislative Reorganization  
12 Act of 1946, shall be a sum equal to 6 per centum of his  
13 basic salary, pay, or compensation for such services, together  
14 with interest computed at the rate of 4 per centum per  
15 annum compounded on December 31 of each year; and  
16 the amount to be deducted and withheld from the basic  
17 salary, pay, or compensation of each such Member of  
18 Congress for the purposes of section 10 shall be a sum  
19 equal to 6 per centum of such basic salary, pay, or com-  
20 pensation.

21 “(3) No person shall be entitled to receive an annuity  
22 as provided in this section until he shall have become  
23 separated from the service after having had at least six  
24 years of service as a Member of Congress and have attained  
25 the age of sixty-two years, except that any such Member

1 who shall have had at least five years of service as a  
2 Member of Congress, may, subject to the provisions of  
3 section 6 and of paragraph (4) of this section, be retired  
4 for disability, irrespective of age, and be paid an annuity  
5 computed in accordance with paragraph (5) of this section.

6 “(4) No Member of Congress shall be entitled to re-  
7 ceive an annuity under this Act unless there shall have  
8 been deducted and withheld from his basic salary, pay, or  
9 compensation for the last five years of his service as a Mem-  
10 ber of Congress, or there shall have been deposited under  
11 section 9 with respect to such last five years of service, the  
12 amounts specified in paragraph (2) of this section with  
13 respect to so much of such five years of service as was  
14 performed after the date of enactment of the Legislative  
15 Reorganization Act of 1946 and the amounts specified in  
16 section 9 with respect to so much of such five years of  
17 service as was performed prior to such date.

18 “(5) Subject to the provisions of section 9 and of sub-  
19 sections (c) and (d) of section 4, the annuity of a Member  
20 of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of  
21 his average annual basic salary, pay, or compensation as a  
22 Member of Congress multiplied by his years of service as a  
23 Member of Congress, but no such annuity shall exceed an  
24 amount equal to three-fourths of the salary, pay, or compen-

1 sation that he is receiving at the time he becomes sep-  
2 arated from the service.

3 “(6) In the case of a Member of Congress who becomes  
4 separated from the service before he completes an aggregate  
5 of six years of service as a Member of Congress, and who  
6 is not retired for disability, the total amount deducted from  
7 his basic salary, pay, or compensation as a Member of Con-  
8 gress, together with interest at 4 per centum compounded  
9 as of December 31 of each year shall be returned to such  
10 Member of Congress. No such Member of Congress shall  
11 thereafter become eligible to receive an annuity as pro-  
12 vided in this section unless the amounts so returned are  
13 redeposited with interest at 4 per centum compounded on  
14 December 31 of each year, but interest shall not be required  
15 covering any period of separation from the service.

16 “(7) If any person takes office as a Member of Congress  
17 while receiving an annuity as provided in this section, the  
18 payment of such annuity shall be suspended during the period  
19 for which he holds such office; but, if he gives notice as  
20 provided in paragraph (2) of this section, his service as a  
21 Member of Congress during such period shall be credited  
22 in determining the amount of his subsequent annuity.

23 “(8) Nothing contained in this Act shall be construed  
24 to prevent any person eligible therefor from simultaneously



1 receiving an annuity computed in accordance with this  
2 section and an annuity computed in accordance with section  
3 4, but in computing the annuity under section 4 in the case  
4 of any person who (A) has had at least six years' service  
5 as a Member of Congress, and (B) has served as a Mem-  
6 ber of Congress at any time after the date of enactment of  
7 the Legislative Reorganization Act of 1946, service as a  
8 Member of Congress shall not be credited.

9       “(9) No provision of this or any other Act relating to  
10 automatic separation from the service shall be applicable to  
11 any Member of Congress.

12       “(10) As used in this section, the term ‘Member of  
13 Congress’ means a Senator, Representative in Congress,  
14 Delegate from a Territory, or the Resident Commissioner  
15 from Puerto Rico.”

16       TITLE VII—SELF-GOVERNMENT FOR THE  
17                       DISTRICT OF COLUMBIA

18                       CHARTER COMMISSION

19       SEC. 701. There is hereby established a District of  
20 Columbia Charter Commission (hereinafter referred to as  
21 the “Commission”) to be composed of five members ap-  
22 pointed by the President, by and with the advice and consent  
23 of the Senate. No person shall be eligible for appoint-  
24 ment as a member of the Commission unless he shall have  
25 been a resident of the District of Columbia for a period of

1 at least five years next preceding the date of his appoint-  
2 ment. The President shall designate one of the members  
3 as Chairman of the Commission. A vacancy in the Com-  
4 mission shall not affect the power of the remaining members  
5 to execute the functions of the Commission. Members of  
6 the Commission shall be paid compensation at the rate of  
7 \$25 for each day engaged in the business of the Commis-  
8 sion. The Commission shall have the power to employ  
9 and fix the compensation of such clerks and other employees,  
10 to accept such voluntary and uncompensated services, and  
11 to make expenditures as may be necessary for carrying  
12 out the provisions of this title.

13 PREPARATION OF CHARTER

14 SEC. 702. The Commission is authorized and directed  
15 to prepare a proposed charter for the District of Columbia  
16 designed to provide a form of municipal government not  
17 inconsistent with the provisions of article 1, section 8, clause  
18 17, of the Constitution of the United States which will, in  
19 its opinion, best serve the needs and requirements of the  
20 District of Columbia. The Commission is authorized and  
21 directed to receive and consider suggestions as to the sub-  
22 stance and form of such proposed charter submitted to it  
23 by or on behalf of any resident or group of residents of the  
24 District of Columbia or by or on behalf of any citizens'

1 association or civic organization composed of residents of the  
2 District of Columbia.

3 CHARTER REFERENDUM

4 SEC. 703. When the Commission shall have completed  
5 the proposed charter, which shall in no event be later than  
6 six months after the date of enactment of this Act, the  
7 Commission is authorized and directed to provide for holding  
8 an election as hereinafter provided for the purpose of afford-  
9 ing to residents of the District of Columbia an opportunity  
10 to vote at a popular referendum upon acceptance of the  
11 charter. Such election shall be held on a date, to be desig-  
12 nated by the Commission, which shall be not less than  
13 nine months or more than twelve months after the date  
14 of enactment of this Act.

15 VOTING PLACES

16 SEC. 704. At least thirty days prior to the date fixed  
17 for the election, the Commission shall by order designate  
18 the voting place for each election precinct, which place shall  
19 be selected with a view to the convenience of the voters in  
20 such precinct, and shall select the necessary election officials  
21 for each election precinct. Such order shall also state the  
22 day and date of the election, the hours during which places  
23 of voting will be open, and such other information as the  
24 Commission deems desirable.



## BALLOT AND CONDUCT OF ELECTION

SEC. 705. The Commission shall prepare a suitable ballot for such election, and instructions for voting to be distributed with such ballots. Such instructions shall contain a digest of the proposed charter and such other data as the Commission deems appropriate. The Commission shall direct and instruct all election officials in their duties, and shall make rules and regulations for the printing and distributing of ballots and instructions, the conduct of elections, the canvass of votes, the delivery of returns, and such other rules and regulations as may be necessary to carry out the purposes of this title.

## ELECTION BOOTHS

SEC. 706. The Commission shall provide suitable election booths, ballot boxes, and other equipment or materials necessary to carry out the provisions of this title.

## ELIGIBILITY TO VOTE

SEC. 707. All citizens of the United States twenty-one years of age and over who claim no place of legal residence for voting purposes outside the District of Columbia, and who either (1) pay income or real or personal property taxes in the District of Columbia, or (2) have resided within the District of Columbia continuously for five years next preceding the date of their registration as provided in section

1 708, shall be qualified to vote at the election provided for by  
2 this section: *Provided*, That no person shall be eligible to  
3 vote (1) whose name is not on the official register provided  
4 for in section 708; (2) who has been convicted of an  
5 electoral crime or a felony, unless pardoned; (3) who is  
6 living on public charity or who is an inmate of a public  
7 charitable institution; or (4) who is an inmate of a public  
8 or private institution for the insane, or who has been judicially  
9 declared insane.

10

## OFFICIAL REGISTER

11 SEC. 708. The Commission shall, not later than eight  
12 months after the date of enactment of this Act, provide for  
13 the establishing of an official register, and for the registration  
14 of persons possessing the qualifications prescribed in  
15 section 707, who desire to vote in the election herein pro-  
16 vided. Facilities for such registration shall be provided by  
17 the Commission at not less than twelve conveniently located  
18 places in the District of Columbia, and detailed instructions  
19 for registration shall be published by the Commission. Such  
20 official register shall be closed thirty days prior to the date  
21 fixed for such election, and no registration shall thereafter be  
22 permitted. For the purposes of this title the Commission  
23 shall divide the District of Columbia into numbered voting  
24 precincts, conveniently located, each of which shall be com-  
25 posed of compact, contiguous territory. Prior to the date

1 fixed for the election, the Commission shall provide the elec-  
2 tion officials in each precinct with a list of the registered  
3 voters qualified to vote therein.

#### 4 TABULATION OF VOTES

5 SEC. 709. As soon as all returns from such election are  
6 received the Commission shall tabulate such returns, and  
7 shall transmit the results thereof to the Congress. No  
8 charter proposed pursuant to this title shall have any  
9 force or effect unless enacted into law by the Congress.

#### 10 PENALTIES

11 SEC. 710. Any person who knowingly misrepresents  
12 himself to be qualified to vote under the provisions of section  
13 707, and who thereupon votes or offers to vote in the election  
14 provided for by this title; or who knowingly conceals any  
15 material fact or facts which would disqualify him as a voter  
16 in such election and who thereupon votes or offers to vote  
17 therein; or who, by any means, hinders, delays, or prevents  
18 any other person from registering for or voting at such  
19 election; or who knowingly personates and votes or attempts  
20 to vote in the name of any other person; or who votes more  
21 than once in such election; or who, being an election official,  
22 violates any duty imposed upon him as such official, or  
23 willfully conceals, withholds, alters, destroys, or delays the  
24 returns of such election, shall be guilty of a misdemeanor,  
25 and upon conviction thereof shall be punished by a fine



1 of not more than \$500, or by imprisonment for not more  
2 than one year, or both.

3

## APPROPRIATION

4 SEC. 711. There are hereby authorized to be appro-  
5 priated such sums, not to exceed \$50,000, as may be neces-  
6 sary to carry out the provisions of this title.



79TH CONGRESS  
2d Session

**S. 2177**

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**A BILL**

To provide for increased efficiency in the legislative branch of the Government.

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By Mr. LA FOLLETTE

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MAY 13 (legislative day, MARCH 5), 1946  
Read twice and referred to the Special Committee on  
the Organization of Congress







# DIGEST OF CONGRESSIONAL PROCEEDINGS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 3, 1946  
For actions of May 31, June 1, 1946  
79th-2nd, Nos. 103 and 104

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**HIGHLIGHTS:** Senate passed agricultural appropriation bill; agreed to amendment to exempt personnel increases needed for projects authorized by this bill from new pay law. Senate passed bill giving FWA additional powers over buildings and grounds and authorizing additional building construction. Senate passed atomic-energy bill. Sen. Johnston introduced and discussed bill to provide a secondary market for farm loans under GI Bill. Senate Congressional Reorganization Committee reported LaFollette bill with amendments. Sen. Byrd presented figures on employment and urged reductions in personnel. Rep. Lenke criticized collection by FCA of old feed and seed loans. Rep. Ellsworth inserted Food Study Committee's request to the Secretary to make public allocations on world-wide food distribution. Rep. Hull criticized this Department's and OPA's regulations as a cause of dairy-products situation in W.S.

## SENATE - May 31

1. **LABOR-DISPUTES.** Passed with amendments H. R. 6578, the President's temporary labor bill (pp. 6114-84).
2. **CONGRESSIONAL REORGANIZATION.** The Special Committee on the Organization of Congress reported with amendments S. 2177, to provide for increased efficiency in the legislative branch (S. Rept. 1400)(p. 6105).
3. **PERSONNEL; ECONOMY.** The Joint Committee on Reduction of Nonessential Federal Expenditures submitted a report on Federal employment during March and April 1946, and Chairman Byrd spoke in favor of reduction in the number of employees (pp. 6105-8).
4. **WATER COMPACT.** Passed without amendment H. R. 4510, granting consent and approval of Congress to an interstate compact between Colorado and New Mexico regarding Costilla Creek waters (p. 6115). This bill will now be sent to the President.
5. **PRICE CONTROL.** Sen. Moore, Okla., criticized OPA's actions as they affect small cafes (p. 6110).  
Sen. Capper, Kans., inserted a Beloit Teachers Association resolution commending the Government's anti-inflation efforts (p. 6105).
6. **APPROPRIATIONS CHAIRMAN.** Sen. McKellar, Tenn., was elected chairman of the Appropriations Committee (p. 6104).



7. SELECTIVE SERVICE. S. 2057, to continue the Selective Training and Service Act until May 15, 1947, was made the unfinished business (p. 6184).

SENATE - June 1

8. AGRICULTURAL APPROPRIATION BILL. Passed with amendments this bill, H. R. 5605 (pp. 6212-22). Agreed to these amendments, in addition to committee amendments:  
 By Sen. Russell, to finance school lunches from Sec. 32 (pp. 6218-9).  
 By Sen. Russell, to make the committee amendment limitation on BAE work applicable to only that under "economic investigations" (p. 6213).  
 By Sen. Hayden, to provide that the BAI "animal husbandry" item shall include not over \$20,000 for construction of 3 or more buildings at the Southwest Poultry Experiment Station (p. 6213).  
 By Sen. Russell, to require that at least \$10,000 of the FS "forest products" item be spent for research on utilization of waste woods (p. 6216).  
 By Sen. Russell, to provide that Sec. 14 (a) of the Federal Employees' Pay Act of 1946 shall not apply to employment of personnel required to do the work authorized by those appropriations for which increased funds are provided in this bill (p. 6220).

Rejected an amendment by Sen. Myers, Pa., to increase BRISAE's "fruit, vegetable, and specialty crops" item by \$15,000 for mushroom work (pp. 6213-4). Sens. Russell and Barkley discussed a recommendation for inclusion of funds to investigate and develop foreign markets for agricultural products (pp. 6214-5). Sen. Murdock, Utah, inserted his statement urging an increase in the appropriation for reseeding forest lands (pp. 6215-6). Sen. Myers inserted his statement favoring funds for a research center in the Delaware River Basin (p. 6216). Sen. La Follette, Wis., inserted his statement favoring restoration of funds for forest recreation facilities (pp. 6216-7). Sens. Barkley and Russell discussed the forest-roads-and-trails item in connection with a letter from the Attorney General regarding title investigations, etc., and the \$15,000,000 provided for in the housing bill (pp. 6217-8). Sen. Butler, Nebr., inserted his statement favoring funds for SCS for earth-moving equipment (p. 6218). Sen. Maybank, S. C., inserted a statement by E. C. McArthur favoring SCS funds for purchase of equipment from surplus property (pp. 6221-2). Sens. Aiken and Russell discussed whether the \$2,500 rural-rehabilitation loan limit should be increased (p. 6219). Sen. Pepper, Fla., spoke against the labor-union rider (p. 6222). An amendment by Sen. Connally, Tex., to provide that not over \$75,000 of the BAI "inspection and quarantine" item shall be available for the establishment on Swan Island of an international quarantine station in cooperation with various organizations, was stricken on a point of order raised by Sen. Russell (pp. 6220-1).

Sens. Russell, Hayden, Tydings, Bankhead, Thomas of Okla., Gurney, Brooks, and Reed were appointed conferees on the bill (p. 6221).

9. ATOMIC ENERGY. Passed with amendments S. 1717, the atomic-energy bill (pp. 6190-212). For bill's provisions see Digest 75-6.

10. BUILDINGS AND GROUNDS. Passed as reported H. R. 5407, to grant FWA certain powers regarding site acquisition, building construction, purchase of buildings, etc. (p. 6225). Sens. Andrews, Fulbright, and Taft were appointed conferees on this bill (p. 6225).

11. RETIREMENT. Received the report of the Board of Actuaries of the Civil Service Retirement and Disability Funds (S. Doc. 197). To Civil Service Committee. (p. 6188.)

12. PRICE CONTROL. Sen. Willis, Ind., spoke in favor of his amendment to abolish and transfer its food functions to USDA (pp. 6189-90).



By Mr. VANDENBERG:

A petition signed by sundry members of the Wayne University Student Council, Detroit, Mich., relating to racial discrimination; to the Committee on the Judiciary.

By Mr. ELLENDER:

A concurrent resolution of the Legislature of the State of Louisiana; to the Committee on Military Affairs.

#### House Concurrent Resolution 2

Whereas the youthful and vigorous manhood and womanhood of our Nation, by their valiant services and sacrifices, have defeated and destroyed those evil forces who sought to deprive us of our American way of life, and,

Whereas not the least among their sacrifices was the compelling necessity to abandon their peacetime jobs and businesses to take up arms against our common enemy, and

Whereas upon their discharge from service and return to civilian pursuit they find our economy in a confused state brought about by an unprecedented scarcity of materials and equipment, and

Whereas this unprecedented scarcity, following a period of prosperity for those engaged in business during the emergency, has created an inflationary market for the limited supply of materials and equipment, and

Whereas the Government of the United States, as a result of the termination of the war, has a large quantity of surplus war materials and equipment suitable for civilian pursuits now being sold by the War Assets Corporation, and

Whereas it is the fervent desire of the grateful people to assist and encourage the early readjustment of our returning veterans, a vital and virile part of our population, and

Whereas under existing legislation no preference in price is given the veteran in the purchase of surplus war material: Therefore be it

*Resolved by the House of Representative (the Senate concurring),* That we urge the Louisiana delegation in the Congress of the United States to take immediate action to the end that any honorably discharged veteran of World War II may enjoy a price preference in the purchase of surplus war materials overall competition on a set formula, as follows:

(a) On all purchase up to \$5,000 the veteran to pay 50 percent of the marked price.

(b) On all purchases over \$5,000 and less than \$10,000 the veteran to pay 75 percent of the marked price.

(c) On all purchases over \$10,000 and less than \$20,000 the veteran to pay 90 percent.

(d) On all purchases over \$20,000 the veteran to pay full marked price; be it further

*Resolved,* That copies of this resolution be forwarded to the President of the United States, the Speaker of the House of Representatives of the United States, the Presiding Officer of the Senate of the United States, to the Representatives and Senators from Louisiana in the Congress, and to national patriotic organizations.

#### PETITION BY BOARD OF DIRECTORS OF TOPEKA (KANS.) CHAMBER OF COMMERCE RELATING TO LABOR AND INDUSTRY

Mr. CAPPER. I have received from Robert F. Geoffroy, manager of the Topeka Chamber of Commerce, a petition adopted by the board of directors of that organization setting forth their program relative to labor and industry. I ask unanimous consent to present the petition for appropriate reference and printing in the RECORD.

There being no objection, the petition was received, referred to the Committee on Education and Labor, and ordered to be printed in the RECORD, as follows:

#### BOARD PETITIONS FOR MORE EFFECTIVE SOLVING OF LABOR PROBLEMS

Taking cognizance of the need for a legislative program which will enable labor and industry to solve their problems in such a way as to minimize the danger to public health and welfare, the board of directors, at their meeting this week sent to the Kansas Senators and to our Representative in Congress a three-point petition. Topics covered by the petition were:

1. Encourage the enactment of legislation which would prevent the payment of royalties to unions for uses over which the unions have sole control.

2. Amend the National Labor Relations Act in such a way as to make supervisory officials and foremen exempted from the definition of "employees."

3. Enact legislation making it an unfair labor practice for unions to refrain from bargaining on collective-bargaining contracts; in other words, to place upon unions the same responsibility that management has to bargain in good faith.

#### ECONOMY IN THE GOVERNMENT PROGRAM

Mr. CAPPER. Mr. President, I ask unanimous consent to present for appropriate reference and to have printed in the RECORD a resolution I have received from the Beloit City Teachers Association, of Beloit, Kans., urging that economy in the program of the Government be encouraged and that every effort be made to avoid further inflation during the postwar years.

There being no objection, the resolution was received, referred to the Committee on Banking and Currency, and ordered to be printed in the RECORD, as follows:

Resolution commending the Federal Government for its efforts to maintain a stabilized economy and urging further action to avoid inflation during postwar years

Whereas living costs have been partially held in check during the war years; and

Whereas many powerful forces are now exerting extreme pressure on the Government to remove restrictions on inflation; and

Whereas many millions of workers can never hope to secure salary increases fast enough to catch up in a race with inflation: Therefore be it

*Resolved by the Beloit City Teachers Association, of Beloit, Kans.,* That suitable agencies and individuals of the United States Government be highly commended for their heroic efforts to keep the cost of living under control while the war was being fought; and be it further

*Resolved,* That suitable agencies and individuals of the United States Government be urged to stabilize our economy and exert every effort to avoid further inflation during the postwar years.

(Miss) CLARA BOLLMAN,  
Past President, Beloit City Teachers  
Association, Beloit, Kans.

Action taken May 23, 1946.

#### REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. LA FOLLETTE, from the Special Committee on the Organization of Congress: S. 2177. A bill to provide for increased efficiency in the legislative branch of the Government; with amendments (Rept. No. 1400).

By Mr. HATCH, from the Committee on Public Lands and Surveys:

S. 1988. A bill to authorize the Secretary of the Interior to quit claim to the heirs of Jesus Gonzales all right, title, and interest

of the United States in a certain described tract of land within the Carson National Forest, New Mexico; without amendment (Rept. No. 1401); and

S. 2126. A bill to provide for the disposal of materials or resources on the public lands of the United States which are under the exclusive jurisdiction of the Secretary of the Interior; with amendments (Rept. No. 1402).

By Mr. O'MAHONEY, from the Committee on Public Lands and Surveys:

S. J. Res. 160. Joint resolution to amend the Act of March 22, 1946, for the purpose of correcting the description of the small parcel of land authorized to be conveyed to the State of Wyoming by such act; without amendment (Rept. No. 1403).

By Mr. McCARRAN, from the Committee on Public Lands and Surveys:

H. R. 4113. A bill to authorize and direct the Secretary of the Interior to issue a patent for certain land to Mrs. Estelle M. Wilbourn; without amendment (Rept. No. 1404).

By Mr. CONNALLY, from the Committee on Foreign Relations:

H. J. Res. 340. Joint resolution to amend the joint resolution creating the Niagara Falls Bridge Commission; without amendment (Rept. No. 1405).

#### REPORT ON DISPOSITION OF EXECUTIVE PAPERS

Mr. BARKLEY, from the Joint Select Committee on the Disposition of Executive Papers, to which was referred for examination and recommendation a list of records transmitting to the Senate by the Archivist of the United States that appeared to have no permanent value or historical interest, submitted a report thereon pursuant to law.

#### REPORT OF JOINT COMMITTEE ON REDUCTION OF NONESSENTIAL FEDERAL EXPENDITURES — CIVILIAN EMPLOYMENT OF EXECUTIVE BRANCH

Mr. BYRD. Mr. President, from the Joint Committee on Reduction of Nonesential Federal Expenditures, I ask unanimous consent to submit a report on civilian employment in the executive branch of the Government by department and agency for the months of March and April 1946, showing increases and decreases in the number of paid employees, and I request that it be printed in the RECORD.

According to Federal personnel reports submitted to the Joint Committee on Reduction of Nonesential Federal Expenditures during the month of April, reductions in personnel in the War and Navy Departments continue to be offset by increases in other agencies. The trend is serious and I shall continue call the public's attention to it until am satisfied that an effort is being made by responsible officials to stem the tide.

Within the United States during the month there was an increase of 15,6 employees, increasing from the March 1946 figure of 2,382,121 to the April figure of 2,397,743. Thus despite an overseas reduction of 15,160 employees, largely of the industrial group, over-all employment both inside and outside the United States increased 462 from the March total of 2,873,509 to the April total of 2,873,971. If the War and the Navy Departments decreases were excluded there would be a net increase during the month of 39,695.



There were 30 agencies which increased employment during the month of April, as opposed to 23 agencies which showed decreases. Largest increases occurred in the Veterans' Administration, which increased 18,413; Post Office Department, which increased 11,184; Interior Department, which increased 1,853; Agriculture Department, which increased 1,767; Treasury Department, which increased 1,449; Maritime Commission, which increased 930; Office of Price Administration, which increased 885; and Commerce Department, which increased 829. In addition, the War Assets Administration, included for the first time as a new postwar agency, showed a total of 30,391 employees, most of whom were transferred from the Reconstruction Finance Corporation.

Last week the President signed the 1946 Federal Pay Act, which, in addition to pay-raise provisions, prescribed a Federal personnel ceiling to be effected through gradual reductions on a quarterly basis. Reduction of more than a quarter of a million in classified Federal employment during the fiscal year beginning July 1, 1946, is mandatory under provisions of this act. The personnel ceiling provisions of the act are in accordance with recommendations submitted to the President and the Congress by the Joint Committee on Nonessential Federal Expenditures in its recent report, *Postwar Federal Personnel*.

For some time it has been apparent that the executive establishments of the Government, with a few notable exceptions, will not voluntarily reduce employment to a level consistent with sound economic policy. From all sides one

hears rumors and complaints of waste of the taxpayers' money through the employment of excessive personnel who pass the day in idleness. Congress by this new ceiling provision tacitly recognizes the fact that effective reduction in personnel would not be attempted by the agencies themselves until it became compulsory. Cuts in specific appropriations have proved ineffective with respect to curtailment of over-all Federal personnel. However, if the provisions of this law are administered in conformance with the intent of Congress, large-scale reductions in excess personnel should soon be apparent. In order to come within the ceiling prescribed for October 1, 1946, the first quarter for which ceilings are prescribed, the old-line agencies, exclusive of Veterans' Administration, should immediately initiate personnel retrenchment.

The Congress in passing this personnel ceiling law has taken a decisive step toward cutting Federal expenditures. The administration of this law will be closely scrutinized by the Joint Economy Committee, which has advocated the release of nonessential Federal employees since April 1943.

There being no objection, the report was received and ordered to be printed in the *RECORD*, as follows:

FEDERAL PERSONNEL IN THE EXECUTIVE BRANCH,  
APRIL 1946, AND A COMPARISON WITH MARCH  
1946

(All figures compiled from reports signed by the heads of Federal establishments or their authorized representatives)

According to monthly personnel reports submitted to the Joint Committee on Reduction of Nonessential Federal Expenditures, Federal personnel within the continental

United States during April increased 15,622 from a total of 2,382,121 in March 1946 to 2,397,743 in April. Excluding the War and Navy Departments, personnel increased 39,601 from the March total of 1,168,729 to the April total of 1,208,330. The War Department inside the United States decreased 5,726 from the March figure of 721,697 to the April figure of 715,971. The Navy Department within the United States decreased 18,253 from the March figure of 491,695 to the April figure of 473,442. (See table I.)

Outside the continental United States Federal personnel decreased 15,160 from the March 1946 total of 491,388 to the April total of 476,228. Excluding the War Department, civilian personnel overseas would have increased 700. Nearly all personnel abroad are industrial employees. (See table II.)

The consolidated table of inside and outside personnel showed a total increase of 462 from the March total of 2,873,509 to the April total of 2,873,971. Excluding the War and Navy Departments, there was an increase of 39,695 employees in the executive branch of the Federal Government from the March figure of 1,222,284 to the April figure of 1,261,979. (See table III.)

Industrial employment during the month of April decreased 25,935 from the March total of 1,116,164 to the April total of 1,090,229. The War Department decreased 18,632 employees outside continental United States and increased 2,861 inside the United States in the industrial group. This gives a total decrease in the War Department industrial employment of 15,771. The Navy Department showed a decrease of 9,925 industrial employees within the continental United States. The term "industrial employees" as used by the committee refers to unskilled, semi-skilled, skilled, and supervisory employees paid by the Federal Government who are working on construction projects such as airfields and roads, and in munition plants, shipyards, and arsenals. It does not include regular maintenance and custodial employees. (See table IV.)

TABLE I.—Federal personnel inside continental United States employed by executive agencies during April 1946, and comparison with March

Department or agency	1946		Increase	Decrease	Department or agency	1946		Increase	Decrease
	March	April				March	April		
Executive Office of the President:					Independent agencies—Continued				
Bureau of the Budget	775	779	4		Federal Works Agency	22,205	22,042		163
Executive departments (except War and Navy Departments):					General Accounting Office	14,674	14,377		297
Agriculture Department	84,584	86,295	1,711		Government Printing Office	7,307	7,301		6
Commerce Department	32,989	33,512	523		Interstate Commerce Commission	2,188	2,217	29	
Interior Department	41,868	43,702	1,834		Maritime Commission	8,597	9,527	930	
Justice Department	24,694	24,530		164	National Advisory Committee for Aeronautics	5,383	5,467	84	
Labor Department	34,336	34,916	580		National Archives	353	359	6	
Post Office Department	469,621	480,803	11,182		National Capital Housing Authority	265	274	9	
State Department	8,147	8,268	121		National Capital Park and Planning Commission	15	15		
Treasury Department	107,211	108,642	1,431		National Gallery of Art	279	288	9	
Emergency war agencies:					National Housing Agency	14,929	15,461	532	
Committee on Fair Employment Practices	33	26		7	National Labor Relations Board	910	973	63	
Office of Alien Property Custodian	631	661	30		National Mediation Board	105	100		5
Office of Defense Transportation	131	120		11	Panama Canal	258	280	22	
Office of Inter-American Affairs	396	381		15	Railroad Retirement Board	1,964	1,931		33
Office of Price Administration	31,969	32,844	875		Reconstruction Finance Corporation	38,881	11,632		27,249
Office of Scientific Research and Development	749	715		34	Securities and Exchange Commission	1,209	1,196		13
Office of War Mobilization and Reconversion	670	192		478	Smithsonian Institution	423	427	4	
Petroleum Administration for War	66	54		12	Tariff Commission	248	245		3
Selective Service System	15,328	14,890		438	Tax Court of the United States	121	120		1
War Shipping Administration	3,305	3,243		62	Tennessee Valley Authority	11,670	11,052		618
War agencies:					Veterans' Administration	135,516	153,857	18,341	
Civilian Production Administration <sup>1</sup>	2,516	2,844	328		Total, excluding War and Navy Departments	1,168,729	1,208,330	69,233	29,632
National Wage Stabilization Board <sup>1</sup>	821	944	123		Net increase, excluding War and Navy Departments			39,601	
Office of Economic Stabilization <sup>1</sup>	25	32	7		Navy Department	491,695	473,442		18,253
War Assets Administration <sup>2</sup>	0	30,391	30,391		War Department	721,697	715,971		5,726
Independent agencies:					Total, including War and Navy Departments	2,382,121	2,397,743	69,233	53,611
American Battle Monuments Commission	1	2	1		Net increase, including War and Navy Departments			15,622	
American Commission, Protection of Monuments in Europe <sup>3</sup>	0	6	6						
Civil Aeronautics Board	401	402	1						
Civil Service Commission	4,330	4,321		9					
Employees' Compensation Commission	525	521		4					
Export-Import Bank of Washington	96	96							
Federal Communications Commission	1,264	1,290	26						
Federal Deposit Insurance Corporation	1,208	1,198		10					
Federal Power Commission	727	727							
Federal Security Agency	31,320	31,338	18						
Federal Trade Commission	492	504	12						

<sup>1</sup> Previously included under emergency war agencies.

<sup>2</sup> Created Mar. 25, 1946. Includes employees transferred from Reconstruction Finance Corporation.

<sup>3</sup> Included for the first time in committee report.



## LEGISLATIVE REORGANIZATION ACT OF 1946

MAY 31 (legislative day, MARCH 5), 1946.—Ordered to be printed

Mr. LA FOLLETTE, from the Special Committee on the Organization of Congress, submitted the following

### REPORT

[To accompany S. 2177]

The Special Committee on the Organization of Congress, to whom was referred the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

The most important amendment made by the special committee was to eliminate from the bill Title VII—Self-Government for the District of Columbia. The Committee on the Judiciary has favorably reported a bill, S. 1942, to incorporate the Federal City Charter Commission. Title VII of S. 2177 and S. 1942 are similar measures, having the same objective of home rule for the District of Columbia. Attainment of this desirable objective will be expedited, we believe, by the enactment of S. 1942.

### GENERAL STATEMENT

S. 2177 incorporates the recommendations contained in the report of the Joint Committee on the Organization of Congress, Report No. 1011 of March 4, 1946. This report was based upon a year's full and complete study of the organization and operation of the Congress of the United States. Its almost unanimous findings and recommendations reflect a consensus of opinion among Members of Congress, political scientists, efficiency engineers, and students of government concerning the conditions that handicap Congress in the performance of its proper functions and suitable remedies.

Since 1941 a series of independent surveys of the machinery and methods of our National Legislature have been made by public and private organizations. These surveys, including that by the Joint Committee on the Organization of Congress, have reached substantially the same conclusions as to the defects in our legislative structure

and operation and as to appropriate correctives. They are agreed that Congress today is neither organized nor equipped to perform adequately its main functions of determining policy, authorizing administrative organization and appropriations to carry out policy, and supervising execution of the resultant programs.

Devised to handle the simpler tasks of an earlier day, our legislative machinery and procedures are by common consent no longer competent to cope satisfactorily with the grave and complex problems of the post-war world. They must be modernized if we are to avoid an imminent break-down of the legislative branch of the National Government.

### *Determining policy*

Cited as the Legislative Reorganization Act of 1946, S. 2177 is designed to reconvert our inherited and outmoded congressional machinery to the needs of today. One group of provisions deals with strengthening the policy determining function of Congress. Because of the volume and specialized character of the legislative business, Congress has logically delegated the initial work of policy making to standing committees of its Members. These committees have had a long and useful history, some of them dating back to the early days of the Republic. There have been several major and minor reorganizations of the congressional committee system through the years, as new problems have arisen and old ones have disappeared. The system has not been revamped to meet modern needs and conditions, however, since 1921. It is now in need of a complete overhaul to enable Congress to handle efficiently the expanding problems of the postwar world.

Today there are more than twice as many standing committees in the Senate as there are principal provinces of public policy. Responsibility for legislative action is scattered among 33 little legislatures which go their own way at their own pace and cannot act in concert. Their jurisdictions are undefined in the Senate rules, and there are many committees functioning in the same problem areas. For example, three Senate committees deal with problems of commerce and industry, five deal with public land problems, and six with the rules and administration of the Senate. Furthermore, some committees are inactive and seldom or never meet.

To remedy this crazy-quilt pattern, S. 2177 would replace our jerry-built committee structure with a simplified system of standing committees corresponding with the major areas of public policy and administration and having authority to hold joint hearings with the parallel committees of the House of Representatives on matters of common interest. (See chart.) The correlation of the committee systems of the two Chambers with each other would facilitate joint action on specific measures by means of joint hearings. It would also increase the efficiency of the committee structure, facilitate closer liaison between the two Houses, and economize the time of busy legislators and administrators alike. And the coordination of the congressional committee system with the pattern of the administrative branch of the National Government would improve the performance by Congress of its legislative and supervisory functions, provide direct channels of communication and cooperation between the two branches, promote more harmonious and unified action in the development of public policies, and go a long way to bridge the gap between the legislative and executive branches of the Government.



*Consolidation of Senate standing committees*

## EXISTING COMMITTEES

1. Agriculture and Forestry.....
2. Appropriations.....
3. Military Affairs.....
4. Naval Affairs.....
5. Banking and Currency.....
6. Civil Service.....
7. Post Offices and Post Roads.....
8. District of Columbia.....
9. Expenditures in the Executive Departments.....
10. Finance.....
11. Foreign Relations.....
12. Interstate Commerce.....
13. Commerce.....
14. Interoceanic Canals.....
15. Manufactures.....
16. Judiciary.....
17. Patents.....
18. Immigration.....
19. Education and Labor.....
20. Public Lands and Surveys.....
21. Mines and Mining.....
22. Territories and Insular Affairs.....
23. Irrigation and Reclamation.....
24. Indian Affairs.....
25. Public Buildings and Grounds.....
26. Rules.....
27. Audit and Control.....
28. Library.....
29. Privileges and Elections.....
30. Printing.....
31. Enrolled Bills.....
32. Pensions.....
33. Claims.....

## REORGANIZED COMMITTEES

1. Agriculture and Forestry.
2. Appropriations.
3. Armed Services.
4. Banking and Currency.
5. Civil Service.
6. District of Columbia.
7. Expenditures in Executive Departments.
8. Finance.
9. Foreign Relations.
10. Interstate and Foreign Commerce.
11. Judiciary.
12. Labor and Public Welfare.
13. Public Lands.
14. Public Works.
15. Rules and Administration.
16. Veterans' Affairs.  
(Abolished.)

Moreover, the burden of committee work is especially onerous in the Senate. At present the combined membership of all the standing committees in the upper House is 481 and of the 11 major committees is 220. In addition, there are 10 special committees of the Senate, with a total membership of 87. Altogether, the 96 Senators of the Seventy-ninth Congress occupy 568 seats on its standing and special committees, an average of 6 seats per Senator. Nor are there any exclusive committees in the Senate as there are in the House, the members of which serve on no other committees. Today no Senator serves on less than 3 committees; and one sits on 10 committees, not counting the service on subcommittees, of which there are 67 in the Senate. In short, the committee work load of United States Senators today is too heavy to bear. Many Senators have so many committee assignments that they find it impossible to attend their meetings because of conflicts and are present by proxy or not at all. Under S. 2177 Senators would serve on two standing committees each and no more, with the exception of the District and Expenditures Committees, whose members would serve on three committees each.

S. 2177 would also define the jurisdiction of each reorganized committee so as to avoid jurisdictional disputes between them. It would expand the present meager staff facilities of our standing committees, which are the real workshops of Congress; permit each committee to appoint four experts in its field; and strengthen the legislative reference and bill-drafting services which are our own unbiased research and



legal arms. The bill would also authorize each senatorial and congressional office to employ a high-caliber administrative assistant to perform nonlegislative duties and thus allow Members more time for the study and consideration of national legislation.

As further steps toward improving the policy-determining machinery of Congress, S. 2177 would regularize committee procedure as regards hearings, meetings, and records. It would expedite the reporting and clarify the understanding of bills. Committee powers are defined, and permission to sit while the Senate is in session is restricted. The bill would also confine conference committees to the consideration of matters in disagreement between the two Houses and outlaw legislative riders on appropriation bills.

With a view to crystallizing the determination of party policy on major issues, and to strengthen party government as an offset to organized group pressures, S. 2177 provides for the establishment of majority and minority policy committees in each House. Each of these four committees would be composed of seven members appointed in its entirety at the opening of each new Congress. The majority and minority policy committees in both Houses would be appointed by their respective majority and minority conferences. There is no unity of command in Congress today. Responsibility for the development and coordination of legislative policy is scattered among the chairmen of 81 standing committees, who compete for jurisdiction and power. As a result, policy making is splintered and uncoordinated. The proposed policy committees would formulate over-all legislative policy of the respective parties and strengthen party leadership. They would also help to promote party responsibility and accountability for the performance of platform promises.

In order to facilitate the formulation and carrying out of national policy, and to promote better teamwork between the executive and legislative branches of the Government, the bill further provides for the creation of a Joint Legislative-Executive Council. This Council would be composed of the majority policy committees in Congress and of the President and his Cabinet. It would seek to bridge the gap between the two branches created by our inherited system of separated powers and to avoid those periodic deadlocks between Congress and the President which have hitherto caused dangerous crises in the conduct of the Federal Government.

In the last analysis, Congress is the center of political gravity under our form of government because it reflects and expresses the popular will in the making of national policy. Too often, however, the true attitude of public opinion is distorted and obscured by the pressures of special-interest groups. Beset by swarms of lobbyists seeking to protect this or that small segment of the economy or to advance this or that narrow interest, legislators find it difficult to discover the real majority will and to legislate in the public interest. As Government control of economic life and its use as an instrument of popular welfare have increased, the activities of these powerful groups have multiplied. As the lawmaking, money-raising, and appropriating agency in the Federal Government, the acts of Congress affect the vital interests of these organized groups, many of which maintain legislative agents on or near Capitol Hill. These agents seek to transform the aims and programs of their groups into public policy by having them embodied in general legislation, by changing the tax laws to suit their

own purposes, by using their influence to reduce or eliminate the appropriations for agencies they dislike and to increase the appropriations of agencies they favor, and by pressing for the ratification or rejection of treaties, Presidential nominations, and constitutional amendments. A pressure-group economy gives rise to government by whirlpools of special-interest groups in which the national welfare is often neglected. The pulling and hauling of powerful pressure groups create delays and distortions which imperil national safety in wartime and threaten paralysis and bankruptcy in time of peace. The public welfare suffers in the warfare of private groups and Congress becomes an arena for the rationalization of group and class interests.

Without impairing in any way the right of petition or freedom of expression, S. 2177 provides for the registration of organized groups and their agents who seek to influence legislation. It also requires them to file detailed quarterly accounts of their receipts and expenditures. Full information regarding the membership, source of contributions, and expenditures of organized groups would prove helpful to Congress in evaluating their representations and weighing their worth. Publicity is a mild step forward in protecting government under pressure and in promoting the democratization of pressure groups.

#### *Improved fiscal procedures*

A second set of provisions in S. 2177 is designed to strengthen Congress in the performance of its appropriating function for the administrative establishment. Hitherto the efforts of Congress to compel compliance with the laws making specific appropriations have been too often frustrated. Congress has permitted transfers between appropriations, authorized the unlimited use of departmental receipts, and set up credit corporations with separate budgets. The executive has mingled appropriations, brought forward and backward unexpended and anticipated balances, incurred coercive deficiencies, and otherwise escaped the rigors of congressional control.

To correct these conditions, at least in part, S. 2177 provides for several improvements in the legislative phase of the budget process. It would provide for open hearings on appropriation bills and require all such bills to be fully and carefully considered by the entire Appropriations Committees of both Houses. It would allow members time to study the committee hearings and reports on appropriation bills before their floor consideration. It would provide each appropriation subcommittee with a staff of four qualified specialists in its particular expenditure province with a view to making a more thorough scrutiny of departmental estimates and to serve both the majority and minority members. The bill would also forbid the reappropriation of unobligated balances except for continuing public works, which were estimated at 12.3 billion dollars for the fiscal year 1946; prevent transfers between appropriations; and take steps toward limiting permanent appropriations which amounted to 5.6 billion dollars in the fiscal year 1946.

Although Congress is charged by the Constitution with the power of the purse, there now is no correlation between income and outgo. Control of the spending power is divided between the Senate and the House of Representatives, and within each House between its revenue



and appropriating committees. Taxes are levied and appropriations made by many separate committees. The right hand does not know what the left hand is doing.

To strengthen fiscal control, S. 2177 provides for the adoption of annual Federal budget totals by joint action of the revenue and appropriating committees of both Houses. If total expenditures recommended by the appropriating committees for the coming fiscal year exceed total Federal income as estimated by the revenue-raising committees, Congress would be required by record vote to authorize creation of additional Federal debt in the amount of the excess. And if it appears midway through the fiscal year that total appropriations are going to exceed the total approved budget figure, the President shall by proclamation reduce them by a uniform percentage (except for certain fixed charges), so as to bring total expenditures within the limit previously set. These limitations would not apply, however, during a wartime emergency.

#### *Oversight of administrative performance*

A third group of provisions in the bill is designed to strengthen congressional surveillance of the execution of the laws by the executive branch. Congress has long lacked adequate facilities for the continuous inspection and review of administrative performance. We often delegate the rule-making power to administrative departments and commissions, without making any provision for follow-up to see if administrative rules and regulations are in accord with the intent of the law. Several of the postwar acts, for example, require certain agencies to submit quarterly reports to Congress, but assign the responsibility for scrutinizing these reports to no legislative committees.

To remedy this situation, S. 2177 would authorize the standing committees of both Houses to exercise continuous surveillance of the execution of the laws by the administrative agencies within their jurisdiction. Armed with the power of subpoena and staffed with qualified specialists in their respective provinces of public affairs, these committees would conduct a continuous review of the activities of the agencies administering laws originally reported by the legislative committees. The reconstructed standing committees will, it is hoped, roughly parallel the reorganized administrative structure of the executive branch of the Government and will be utilized as vehicles of consultation and collaboration between Congress and the corresponding administrative agencies within their respective jurisdictions.

Under this arrangement, it will no longer be necessary to create special committees of investigation from time to time. Sporadic investigations of the conduct of public affairs in the past have often served a salutary purpose by exposing administrative incompetence or corruption and by improving the execution of the laws. But they have lacked continuity and have not provided the members of standing committees with direct knowledge of the information they have gathered. In cases where legislative action is indicated, standing committees find it necessary to do much of the work over again. S. 2177 proposes, therefore, to ban the use of special committees hereafter.

As a further check upon the financial operations of the Government and its care in handling public funds, the bill authorizes and directs the Comptroller General to make administrative management analyses



of each agency in the executive branch, including Government corporations. Such analyses, with those made by the Bureau of the Budget, will furnish Congress a double check upon the economy and efficiency of administrative management. Reports on such analyses would be submitted by the Comptroller General to the Expenditures, Appropriations, and appropriate legislative committees, and to the majority and minority policy committees, of the two Houses.

### *Saving congressional time*

Congress is overburdened by many local and private matters which divert its attention from national policy making and which it ought not to have to consider. It functions as a common council for the District of Columbia. It serves as a tribunal for the settlement of private claims. It spends much time on pension bills, the construction of bridges over navigable waters, and other private and local matters. S. 2177 bans the introduction in either House of private claims and pension bills, bridge bills, and other local and private legislation. Title IV provides for the administrative and judicial adjustment of tort claims against the United States which Congress is poorly equipped to settle. Title V grants the consent of Congress to the construction of bridges over navigable waters, subject to the approval of the Chief of Engineers and the Secretary of War. Self-government for the District of Columbia—a reform long overdue and a step toward reducing the legislative work load—is separately provided for in legislation introduced by Senator McCarran and pending on the Senate Calendar.

Congressmen are also handicapped by a host of routine chores for constituents which they are glad to perform, but which leave them little time for the adequate study of national legislative problems. From one-half to three-fourths of the time of the average Member is consumed with running errands and knocking on departmental doors on behalf of constituents. S. 2177 authorizes each Senator and Representative to employ a well-qualified administrative assistant to aid in receiving callers and handling departmental business. The bill also provides for the creation of a stenographic pool to help congressional offices with their mail during busy seasons. These provisions will enable Members to make more efficient use of their time, making for a better balance between national and local, public and private, business.

S. 2177 also proposes an experimental modification of the present meeting schedules by staggering committee meetings and Chamber sessions on alternate days. This arrangement will make for closer concentration on committee work, on the one hand, and for fuller attendance on the floor, on the other. Nor would Senate committees be permitted to meet during the sitting of the Senate, without special leave.

These time- and labor-saving devices will not only make for a more efficient use of congressional time. They will also enable the Congress, which has been in almost continuous session since 1940, to take a regular annual recess. S. 2177 provides that, except in time of war or national emergency, the two Houses shall stand adjourned during July, August, and September each year, reconvening on the second Tuesday in October. Such a regular recess at definite annual intervals will insure the return of Members to their constituencies for that

refreshment of contact and exchange of opinion and experience so essential to responsive representative government.

### *Improving congressional services and facilities*

Another group of provisions in S. 2177 is designed to improve the administrative services and facilities available within the legislative establishment. The internal administration of the Congress has long been characterized by duplicating housekeeping services and obsolete methods of personnel administration. Each House has its separate postal, document, folding, stationery, mailing, disbursing, door-keeping, messenger, and other services. And most of these positions are subject to the hazards of the patronage system.

In order to modernize the internal housekeeping services of our National Legislature and install up-to-date methods of personnel administration, S. 2177 provides for the establishment of an Office of Congressional Personnel. The Director of this Office shall be appointed on merit by the majority and minority leaders of the two Houses and shall prepare plans for a modern personnel system for all congressional employees and for the efficient coordination of the existing housekeeping services within the legislative establishment.

The bill also provides for remodeling the Senate and House caucus rooms, for the more efficient assignment of available space within the Capitol, and more convenient dining facilities. The education and discipline of page boys would be improved by selecting pages from among boys who live at home or in orphanages in the District of Columbia and by arranging for their education in the public schools of the District.

The usefulness of the Congressional Record to all its readers would be increased under this bill by the printing in it of a daily calendar of legislative events, together with a résumé of congressional activities and an index of its contents.

### *Improving the composition of Congress*

While the quality of the present personnel of our Federal Legislature is as high as it ever was in the good old days of Webster, Clay, and Calhoun, the average level of ability and energy is still possible of improvement. In the last analysis, of course, the composition of Congress depends upon the alertness, public interest, and education of the electorate. Nevertheless, steps can be taken by Congress itself to attract even abler persons to the legislative service. One such step would be to pay higher salaries to Senators and Representatives. S. 2177 would increase the compensation of Members of Congress to \$15,000 a year, effective January 1, 1947. The present salary of \$10,000 a year has been in effect since 1925. Impartial studies of the cost of living show that, on the average, it costs more to be a Congressman than the position pays.

The bill would also encourage Members to retire by permitting them to join the Federal retirement system on a contributory basis. To be eligible for retirement pay, Members would be required to deposit 6 percent of their basic salary, to have served at least 6 years in Congress, and have attained the age of 62 years. Those with at least 5 years of service could be retired for disability and receive an annuity. The annuity would amount to 2½ percent of a Member's average annual basic salary multiplied by the number of his years of legislative service. But no annuity could exceed three-fourths of the salary



received at the time of separation from the service. All other Federal employees may now participate in the Federal retirement system, but Congressmen are the forgotten men of social security.

This inducement to retirement for those of retiring age or with other infirmities is a recognition of the arduous labors now imposed upon all Members. The resulting sense of security would contribute to independence of thought and action on the part of Members. It would also tend to bring into the legislative service a larger number of younger members with fresh energy and new viewpoints concerning the economic, social, and political problems of the Nation.

#### *What S. 2177 would cost*

Enactment of the entire program embodied in S. 2177 would increase the cost of the legislative establishment only \$12,000,000—a negligible sum compared with the resultant gains. The following table itemizes the added cost:

Administrative assistant for each Member.....	\$4, 272, 000
Government share of retirement plan.....	3, 000, 000
Salary raise for Members.....	2, 655, 000
Staff experts for standing committees.....	952, 000
Staff experts for Appropriations Committees.....	768, 000
Expansion of Legislative Reference Service.....	300, 000
Policy committee staffs.....	120, 000
Stenographic pool.....	100, 000
Expansion of office of legislative counsel.....	60, 000
Increase in compensation of congressional officers.....	44, 235
Salary of director of congressional personnel.....	10, 000
Total estimated increase.....	12, 281, 235

Surely this is a modest price to pay for increased efficiency in the legislative branch of the Government. Even with this modest increase, the total cost of the legislative branch would be \$6,000,000 less than the 1947 budget estimate for the office of the Administrator of Civil Aeronautics alone. It would be more than offset by the abolition of the patronage system, the reduced cost of shorter sessions, the reduction from 33 to 16 in the number of standing committees to be staffed and supported, and the great economies in public expenditures to be brought about by the fixing of Federal Budget totals.

The national interest involved in the development of a stronger, more efficient, and more representative Congress needs no emphasis here. Congress itself and the entire Nation will derive immeasurable benefits from the enactment of this bill.

These are critical days for the Government of the United States. Congress and the President are beset by a host of postwar problems at home and abroad. Our machinery of government, which was devised for the simpler tasks of the nineteenth century, is breaking down under its tremendous work load. Democracy itself is in grave danger of disintegrating from internal dissensions under the terrific pressures of the postwar world.

Congressional reform will not solve all the problems that beset us. That will require good men, good will, and good policies as well as good governmental machinery. But modernized machinery will greatly increase the efficiency of Congress. By revising our antiquated rules and improving our facilities, we can at once revitalize our National Legislature, expedite the adjustment of our postwar problems, and renew popular faith in American democracy. The time has come for Congress to reform itself. The time to act is now.



## SECTION BY SECTION ANALYSIS

### INTRODUCTORY MATTER

The matter preceding title I of the bill provides a short title for the bill, namely the "Legislative Reorganization Act of 1946"; sets up a table of contents; and provides the usual separability clause.

### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

This title either specifically or by implication makes changes in the rules of the Senate and House. These changes are extensive, although in great measure they relate directly or indirectly to realignment, jurisdiction, and procedure of committees. This is one of the fundamental reforms proposed to be brought about by this bill. In that connection it will be noted that the bill as written contains no realignment of House committees or specification of their jurisdiction, although the report of the Joint Committee on the Organization of Congress pursuant to House Concurrent Resolution 18 (Rept. No. 1011) made recommendations bearing thereon. Your committee felt that this matter was of such fundamental importance that it would be in the interest of comity and expedition to leave that subject to be handled by way of amendment in the House.

#### *Section 101. Rule-making power of the Senate and House*

Inasmuch as this title, as indicated, makes changes in the rules of the two Houses it is provided in this section that these provisions are enacted as an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith. It is further provided that these provisions are enacted with full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

This procedure will be recognized as that provided with regard to congressional action on resolutions under recent reorganization acts.

### PART 1. STANDING RULES OF THE SENATE

#### *Section 102. Standing committees of the Senate*

This section amends rule XXV of the Standing Rules of the Senate relating to standing committees. In short it provides for 16 standing committees in lieu of 33 under existing rules, fixes the membership of each such standing committee at 13 Senators, in lieu of the varying memberships of existing committees, and specifies in considerable detail, by subject matter, the jurisdiction of each such committee, a matter not provided for under existing rules except in isolated instances.

It is not the purpose of this report to present the considerations which moved the committee in each case in distributing the rather imposing list of subjects for legislative consideration among the various committees. It is sufficient to say that the assignments were made as nearly as may be on a functional basis, although the committee is frank to concede, and it is believed the Senate will appreciate, that such a rule could not be followed to the letter. However, the committee has made an earnest effort to set up a workable committee structure.

It will be noted that whereas the report made pursuant to House Concurrent Resolution 18 recommends a Committee on Interior, Natural Resources, and Public Works in which would be consolidated some eight Senate committees, your committee felt that this committee would be heavily overburdened and recommends instead the distribution of this jurisdiction to two committees, namely, a Committee on Public Lands and a Committee on Public Works.

Although, as has been indicated, the committee has deemed it wise not to explain in detail the assignment of the various subject matters, the following tables, first, will suggest in a general way the consolidation effected insofar as it affects the status of the existing standing committees of the Senate and, second, will show the jurisdiction by subject matter under present committee structure and under the proposed realinement.

TABLE I.—*Consolidation of Senate standing committees*

## EXISTING COMMITTEES

## REORGANIZED COMMITTEES

1. Agriculture and Forestry-----	1. Agriculture and Forestry.
2. Appropriations-----	2. Appropriations.
3. Military Affairs-----	3. Armed Services.
4. Naval Affairs-----	
5. Banking and Currency-----	4. Banking and Currency.
6. Civil Service-----	5. Civil Service.
7. Post Office and Post Roads-----	
8. District of Columbia-----	6. District of Columbia.
9. Expenditures in Executive Departments.	7. Expenditures in Executive Departments.
10. Finance-----	8. Finance.
11. Foreign Relations-----	9. Foreign Relations.
12. Interstate Commerce-----	10. Interstate and Foreign Commerce.
13. Commerce-----	
14. Interoceanic Canals-----	
15. Manufactures-----	
16. Judiciary-----	11. Judiciary.
17. Patents-----	
18. Immigration-----	12. Labor and Public Welfare.
19. Education and Labor-----	
20. Public Lands and Surveys-----	13. Public Lands.
21. Mines and Mining-----	
22. Territories and Insular Affairs-----	
23. Irrigation and Reclamation-----	
24. Indian Affairs-----	14. Public Works.
25. Public Buildings and Grounds-----	
26. Rules-----	15. Rules and Administration.
27. Audit and Control-----	
28. Library-----	
29. Privileges and Elections-----	
30. Printing-----	
31. Enrolled Bills-----	16. Veterans' Affairs.
32. Pensions-----	
33. Claims-----	(Abolished.)

TABLE II.—*Jurisdiction of present and proposed committees*

Subject	Present committee	Proposed committee
(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Agriculture generally.....	Agriculture and Forestry.	Agriculture and Forestry.
2. Inspection of livestock and meat products.....	do.....	Do.
3. Animal industry and diseases of animals.....	do.....	Do.
4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.....	do.....	Do.
5. Agricultural colleges and experiment stations.....	do.....	Do.
6. Forestry in general, and forest reserves other than those created from the public domain.....	do.....	Do.
7. Agricultural economics and research.....	do.....	Do.
8. Agricultural and industrial chemistry.....	do.....	Do.
9. Dairy industry.....	do.....	Do.
10. Entomology and plant quarantine.....	do.....	Do.
11. Human nutrition and home economics.....	do.....	Do.
12. Plant industry, soils, and agricultural engineering.....	do.....	Do.
13. Agricultural educational extension services.....	do.....	Do.
14. Extension of farm credit and farm security.....	Agriculture and Forestry. Banking and Currency.	Do.
15. Rural electrification.....	Agriculture and Forestry. do.....	Do.
16. Agricultural production and marketing and stabilization of prices of agricultural products.....	do.....	Do.
17. Crop insurance and soil conservation.....	do.....	Do.
(b) Committee on Appropriations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subject:		
1. Appropriation of the revenue for the support of the Government.....	Appropriations.....	Appropriations.
(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Common defense generally.....	{ Naval Affairs..... Military Affairs..... }	Armed Services.
2. The War Department and the Military Establishment generally.....	do.....	Do.
3. The Navy Department and the Naval Establishment generally.....	Naval Affairs.....	Do.
4. Soldiers' and sailors' homes.....	Military and Naval Affairs. do.....	Do.
5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.....	do.....	Do.
6. Selective service.....	Military Affairs.....	Do.
7. Size and composition of the Army and Navy.....	Military and Naval Affairs. do.....	Do.
8. Forts, arsenals, military reservations, and navy yards.....	do.....	Do.
9. Ammunition depots.....	do.....	Do.
10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.....	Military Affairs.....	Do.
11. Conservation, development, and use of naval petroleum and oil-shale reserves.....	Naval Affairs.....	Do.
12. Strategic and critical materials necessary for the common defense.....	Military Affairs.....	Do.
(d) Committee on Banking and Currency, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Banking and currency generally.....	Banking and Currency. do.....	Banking and Currency. Do.
2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.....	do.....	Do.
3. Deposit insurance.....	do.....	Do.
4. Public and private housing.....	{ Banking and Currency. Education and Labor. }	Do.
5. Federal Reserve System.....	Banking and Currency. do.....	Do.
6. Gold and silver, including the coinage thereof.....	do.....	Do.
7. Issuance of notes and redemption thereof.....	do.....	Do.
8. Valuation and revaluation of the dollar.....	do.....	Do.
9. Control of prices of commodities, rents, or services.....	do.....	Do.



TABLE II.—*Jurisdiction of present and proposed committees*—Continued

Subject	Present committee	Proposed committee
(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. The Federal civil service generally.....	Civil Service.....	Civil Service.
2. The status of officers and employees of the United States, including their compensation, classification, and retirement.....	do.....	Do.
3. The postal service generally, including the railway-mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.....	Post Offices and Post Roads.	Do.
4. Postal-savings banks.....	do.....	Do.
5. Census and the collection of statistics generally.....	Commerce.....	Do.
6. The National Archives.....	Library.....	Do.
(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor including—	District of Columbia	District of Columbia.
2. Public health and safety, sanitation, and quarantine regulations.....	do.....	Do.
3. Regulation of sale of intoxicating liquors.....	do.....	Do.
4. Adulteration of food and drugs.....	do.....	Do.
5. Taxes and tax sales.....	do.....	Do.
6. Insurance, executors, administrators, wills, and divorce.....	do.....	Do.
7. Municipal and juvenile courts.....	do.....	Do.
8. Incorporation and organization of societies.....	do.....	Do.
9. Municipal code and amendments to the criminal and corporation laws.....	do.....	Do.
(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
(A) Budget and accounting measures, other than appropriations.....	Expenditures in the Executive Departments.	Expenditures in the Executive Departments.
(B) Reorganizations in the executive branch of the Government.....	Judiciary.....	Do.
(2) Such committee shall have the duty of—		
(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;	.....	Do.
(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;	.....	Do.
(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;	.....	Do.
(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.....	.....	Do.
(h) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Revenue measures generally.....	Finance.....	Finance.
2. The bonded debt of the United States.....	do.....	Do.
3. The deposit of public moneys.....	do.....	Do.
4. Customs, collection districts, and ports of entry and delivery.....	do.....	Do.
5. Reciprocal trade agreements.....	do.....	Do.
6. Transportation of dutiable goods.....	do.....	Do.
7. Revenue measures relating to the insular possessions.....	do.....	Do.

TABLE II.—*Jurisdiction of present and proposed committees*—Continued

Subject	Present committee	Proposed committee
(i) Committee on Foreign Relations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Relations of the United States with foreign nations generally.	Foreign Relations	Foreign Relations.
2. Treaties	do	Do.
3. Establishment of boundary lines between the United States and foreign nations.	do	Do.
4. Protection of American citizens abroad and expatriation.	do	Do.
5. Neutrality	do	Do.
6. International conferences and congresses	do	Do.
7. The American National Red Cross	Judiciary	Do.
8. Intervention abroad and declarations of war	Foreign Relations	Do.
9. Measures relating to the diplomatic service	do	Do.
10. Acquisition of land and buildings for embassies and legations in foreign countries.	do	Do.
11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.	do	Do.
12. United Nations Organization and international financial and monetary organizations.	Foreign Relations Banking and Currency.	Do.
13. Foreign loans	Banking and Currency.	
(j) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Interstate commerce generally	Interstate Commerce	Interstate and Foreign Commerce.
2. Regulation of interstate railroads, busses, trucks, and pipe lines.	do	Do.
3. Communication by telephone, telegraph, radio, and television.	do	Do.
4. Civil aeronautics	Commerce	Do.
5. Merchant marine generally	do	Do.
6. Registering and licensing of vessels and small boats.	do	Do.
7. Navigation and the laws relating thereto, including pilotage.	do	Do.
8. Rules and international arrangements to prevent collisions at sea.	do	Do.
9. Merchant marine officers and seamen	do	Do.
10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.	do	Do.
11. Coast and Geodetic Survey	do	Do.
12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.	do	Do.
13. The United States Coast Guard and Merchant Marine Academies.	do	Do.
14. Weather Bureau	do	Do.
15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.	Interoceanic Canals	Do.
16. Inland waterways	Commerce	Do.
17. Fisheries and wildlife, including research, restoration, refuges, and conservation.	do	Do.
18. Bureau of Standards, including standardization of weights and measures and the metric system.	do	Do.

TABLE II.—*Jurisdiction of present and proposed committees*—Continued

Subject	Present committee	Proposed committee
(k) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Judicial proceedings, civil and criminal, generally.	Judiciary.....	Judiciary.
2. Constitutional amendments.....	do.....	Do.
3. Federal courts and judges.....	do.....	Do.
4. Local courts in the Territories and possessions.....	do.....	Do.
5. Revision and codification of the Statutes of the United States.....	do.....	Do.
6. National penitentiaries.....	do.....	Do.
7. Protection of trade and commerce against unlawful restraints and monopolies.....	do.....	Do.
8. Holidays and celebrations.....	do.....	Do.
9. Bankruptcy, mutiny, espionage, and counterfeiting.....	do.....	Do.
10. State and Territorial boundary lines.....	do.....	Do.
11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.....	do.....	Do.
12. Civil liberties.....	do.....	Do.
13. Patents, copyrights, and trade-marks.....	Patents.....	Do.
14. Patent Office.....	do.....	Do.
15. Immigration and naturalization.....	Immigration.....	Do.
16. Apportionment of Representatives.....	Commerce.....	Do.
17. Measures relating to claims against the United States.....	Judiciary.....	Do.
18. Interstate compacts generally.....	do.....	Do.
(l) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Measures relating to education, labor, or public welfare generally.....	Education and Labor.....	Labor and Public Welfare.
2. Mediation and arbitration of labor disputes.....	do.....	Do.
3. Wages and hours of labor.....	do.....	Do.
4. Convict labor and the entry of goods made by convicts into interstate commerce.....	Judiciary Interstate Commerce.....	Do.
5. Regulation or prevention of importation of foreign laborers under contract.....	Immigration.....	Do.
6. Child labor.....	Education and Labor.....	Do.
7. Labor statistics.....	do.....	Do.
8. Labor standards.....	do.....	Do.
9. School-lunch program.....	Agriculture.....	Do.
10. Vocational rehabilitation.....	Education and Labor.....	Do.
11. National social security, except revenue measures relating thereto.....	Finance.....	Do.
12. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.....	Interstate Commerce.....	Do.
13. United States Employees Compensation Commission.....	Education and Labor.....	Do.
14. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.....	District of Columbia.....	Do.
15. Public health and quarantine.....	Education and Labor.....	Do.
16. Welfare of miners.....	Mines and Mining.....	Do.



TABLE II.—*Jurisdiction of present and proposed committees*—Continued

Subject	Present committee	Proposed committee
(m) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Public lands generally, including entry, easements, and grazing thereon.	Public Lands and Surveys	Public Lands.
2. Mineral resources of the public lands.	do.	Do.
3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.	do.	Do.
4. Forest reserves and national parks created from the public domain.	do.	Do.
5. Military parks and battlefields, and national cemeteries.	do.	Do.
6. Preservation of prehistoric ruins and objects of interest on the public domain.	do.	Do.
7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.	Territories and Insular Affairs.	Do.
8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.	Irrigation and Reclamation.	Do.
9. Interstate compacts relating to apportionment of waters for irrigation purposes.	do.	Do.
10. Mining interests generally.	Mines and Mining	Do.
11. Mineral land laws and claims and entries thereunder.	do.	Do.
12. Geological survey.	do.	Do.
13. Mining schools and experimental stations.	do.	Do.
14. Petroleum conservation and conservation of the radium supply in the United States.	Public Lands and Surveys. Mines and Mining	Do.
15. Relations of the United States with the Indians and the Indian tribes.	Indian Affairs.	Do.
16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.	do.	Do.
(n) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:		
1. Flood control and improvement of rivers and harbors.	Commerce.	Public Works.
2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).	do.	Do.
3. Water power.	do.	Do.
4. Oil and other pollution of navigable waters.	do.	Do.
5. Public buildings and occupied or improved grounds of the United States generally.	Public Buildings and Grounds.	Do.
6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.	do.	Do.
7. Measures relating to the Capitol building and the Senate and House Office Buildings.	do.	Do.
8. Measures relating to the maintenance and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.	do.	Do.
9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.	do.	Do.
10. Measures relating to the construction or maintenance of roads and post roads.	Post Offices and Post Roads.	Do.

TABLE II.—*Jurisdiction of present and proposed committees*—Continued

Subject	Present committee	Proposed committee
(q) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.	Audit and Control the Contingent Expenses of the Senate.	Rules and Administration.
(B) Except as provided in par. (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.	Library.....	Do.
(C) Except as provided in par. (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.	do.....	Do.
(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.	Privileges and Elections.	Do.
(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; Senate Office Building; Senate wing of the Capitol; assignment of office space; and services to the Senate.	Rules.....	Do.
(F) Matters relating to printing and correction of the Congressional Record.	Printing.....	Do.
(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and, when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate wing of the Capitol and in the Senate Office Building.	Enrolled Bills.....	Do.
(p) Committee on Veterans' Affairs, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Veterans' measures generally.....	Finance.....	Veterans' Affairs.
2. Pensions of all the wars of the United States, general and special.	Pensions.....	Do.
3. Life insurance issued by the Government on account of service in the armed forces.	Finance.....	Do.
4. Compensation, vocational rehabilitation, and education of veterans.	do.....	Do.
5. Veterans' hospitals, medical care and treatment of veterans.	do.....	Do.
6. Soldiers' and sailors' civil relief.....	Military Affairs.....	Do.
7. Readjustment of servicemen to civil life.....	do.....	Do.



It is provided that each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more. Your committee will frankly explain the reason for this latter provision. It had been hoped that committee service of each Senator would be limited to two standing committees and in the light of generally increased jurisdiction of committees that would normally be sufficient. However, it was discovered that with a close alinement of the two major parties in the Senate that arrangement would leave many committees of the Senate in which the majority party did not have control, that is, the members would be evenly divided. The committee felt that that was not a satisfactory arrangement and hit upon the expedient of permitting Senators of the majority party who are members of the two committees named above (District of Columbia and Expenditures in the Executive Departments), whose jurisdiction was relatively light as compared with other committees, to serve on three standing committees.

#### *Section 103. Appropriations*

This section amends rule XVI dealing with amendments to appropriation bills and while rewritten in its entirety this was due in great measure to the change in the names of the committees under the revised committee structure. The only substantial change made in this section is the provision which prohibits the Committee on Appropriations from reporting an appropriation bill containing amendments proposing "any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law," and further provides that any such restriction shall not be received by way of an amendment to any general appropriation bill.

It is specifically provided that when a point of order is made against any limitation on expenditure of funds appropriated in a general appropriation bill on the ground that the limitation violates this rule (whether for violation of the limitation just discussed or any limitation now contained in rule XVI), the rule shall be construed strictly and, in case of doubt, in favor of the point of order.

#### *Section 104 and section 105. Printing and rules*

These sections made formal changes to conform to changes in the rules relative to committee structure, but in view of section 224 of the bill dealing with transfer of functions to the new committees, these sections are unnecessary and have been stricken from the bill.

### PART 2. PROVISIONS APPLICABLE TO BOTH HOUSES

#### *Section 121. Private bills banned*

This section bans private bills, resolutions, and amendments authorizing or directing the payment of property damages for personal injuries or death or for pensions; the construction of bridges across navigable streams; or the correction of military or naval records. It is provided, however, that the provisions of this section shall not apply to private bills or resolutions conferring jurisdiction on the Federal courts to hear, determine, and render judgment in connection with private claims otherwise cognizable under the Federal Tort



Claims Act if the claim accrued between January 1, 1939, and December 31, 1944, the last day being the day before the effective date (for the purpose of accrual of claims) of the Federal Tort Claims Act. This will permit consideration of bills or resolutions covering claims going back for a period of 6 years and would seem to be ample to prevent any inequities.

*Section 122. Joint hearings*

This section authorizes the standing committees of the two Houses to hold joint hearings with respect to subject matter within their respective jurisdictions.

*Section 123. Congressional recesses*

This section fixes a definite adjournment period for the Congress for each year, from the last of June until the second Tuesday in October, except in time of war or during a national emergency proclaimed by the President. It is provided, however, that the Members of the Congress may be called back by the President of the Senate and the Speaker of the House whenever in their opinion legislative expediency warrants it or whenever the majority leader or the minority leader of the Senate and the majority leader or the minority leader of the House, acting jointly, file a written request with the Secretary of the Senate and the Clerk of the House that the Congress reassemble for the consideration of legislation.

*Section 124. Committee procedure*

Various provisions relating to committee procedure are set forth in this section. Some of these procedures are now in effect in the case of many committees of the Congress. This section will make specific provision therefor.

Each standing committee must set aside a regular period during each month to permit Members to appear before the committee on bills or resolutions which they have introduced; each such committee must fix regular weekly, biweekly, or monthly meeting days for the transaction of business, and additional meetings may be called by the chairman; each such committee shall keep a complete record of all committee action, which shall include attendance and a record of votes on any question on which a record vote is demanded, which record vote shall be printed in the Congressional Record. It is made the duty of the chairman of each committee to report promptly to the Senate or House, as the case may be, any measure approved by his committee and to take necessary steps to bring the matter to a vote; but no measure or recommendation shall be reported from any committee unless a majority of the committee were actually present and voted in favor of the report.

Further, each committee report shall contain an outline of proposed legislation in nontechnical digest form, together with a supporting statement of reasons for its enactment and a statement of the national interest involved. This report shall also include estimates of cost. All such outlines, statements, and estimates shall be prepared by the committee staff.

Each standing committee shall, so far as practicable, require witnesses to file in advance written statements of their testimony and to limit oral presentations to brief summaries. The staff of each committee shall prepare digests of such statements for use of committee

members. All hearings are required to be open to the public except executive sessions for marking up bills or for voting or where the committee by a majority vote orders a secret executive session in the interest of national security.

*Section 125. Committee powers*

This section embodies the procedural powers normally given to Senate committees and extends it generally to standing committees of the House. Owing to the greater volume of work imposed on the smaller number of committees under the bill, it is recommended that expenditures for any Congress be fixed at not in excess of \$10,000 for each committee in lieu of \$5,000 now fixed for Senate committees.

It is further provided that no standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit without special leave while the Senate or the House, as the case may be, is in session. This will extend to the Senate the rule now applicable to House committees except in the case of the Committee on Rules.

*Section 126. Special committees banned*

This section provides that no special or select committee, including a joint committee, shall be established or continued by bill, resolution, or amendment.

*Section 127. Conference rules on amendments in nature of substitute*

This section in effect makes specific the application to amendments in the nature of a substitute of the conference rules now applicable to numbered amendments, and will outlaw the expedient resorted to in recent years of conferees bringing back legislation not passed by either House.

*Section 128. Legislative oversight by standing committees*

In effect, this section directs each standing committee of the Senate and the House to exercise continuous surveillance of the execution by the administrative agencies concerned of laws within the jurisdiction of the respective committees.

*Section 129. Decisions on questions of committee jurisdiction*

This section provides that questions with respect to committee jurisdiction shall be decided by the Presiding Officer of the Senate or the House, as the case may be, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates; but the decision is subject to an appeal.

*Section 130. Estimates of receipts and expenditures*

This section requires the Committee on Ways and Means and the Committee on Appropriations of the House and the Committee on Finance and the Committee on Appropriations of the Senate to meet jointly at the beginning of each session and after study and consultation to report to their respective Houses estimated over-all Federal receipts and expenditures for the ensuing fiscal year. The report is to be made within 60 days after the opening of the session or by April 15, whichever first occurs. If the estimated expenditures exceed the estimated receipts the report must be accompanied by a concurrent resolution reciting that it is the sense of the Congress that the public debt should be increased in an amount equal to the amount by which the estimated expenditures exceed the estimated receipts. Until this



resolution has been agreed to by both Houses no general appropriation bill appropriating money for the ensuing fiscal year shall be received or considered in either House. The section is not applicable in time of war or during a national emergency proclaimed by the President.

*Section 131. Hearings and reports by Appropriations Committees*

This section provides that general appropriation bills shall not be considered unless prior to the consideration printed committee hearings and reports have been available for at least three calendar days for the Members of the House in which such bill is to be considered. The Appropriations Committees are further authorized and directed, acting jointly, to develop standard appropriation classification schedules, and it is required that the part of the printed hearings containing any agency's request for appropriations shall be preceded by such a schedule.

The section further provides that no general appropriation bill or amendment thereto shall be in order if it contains any provision reappropriating unexpended balances; but this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

The Appropriations Committees are also directed to make a study of permanent appropriations with a view to limiting their number, and also a study of the disposition of funds resulting from the sale of Government property or services with a view to recommending a uniform system of control with respect to such funds.

*Section 132. Records of Congress*

The Secretary of the Senate and the Clerk of the House, acting jointly, are directed by this section to obtain at the close of each Congress all noncurrent records and transfer them to the National Archives; and the Clerk of the House is directed to collect the non-current records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer them to the National Archives.

*Section 133. Preservation of committee hearings*

This section requires the Librarian of Congress to have bound the printed hearings of testimony taken by each committee of the Congress.

*Section 134. Effective date*

This title takes effect on the day on which the Eightieth Congress convenes; except that the provisions relative to reports, just discussed, take effect on the date of enactment.

## TITLE II—MISCELLANEOUS

This title contains miscellaneous provisions relating to congressional personnel, committees of Congress, the Capitol Building, and policy committees.

### PART 1. STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

*Section 201. Office of Congressional Personnel*

This section creates the Office of Congressional Personnel headed by a Director appointed by the majority and minority leaders of the



Senate and House of Representatives, acting jointly. The Director will receive compensation at the rate of \$10,000 a year and is to be appointed without regard to political affiliations and solely on the ground of fitness to perform the duties of the office.

One of the initial functions of the Director (others will be noted hereinafter) is to prepare a plan for a modern personnel system for all employees of the Senate and House (including employees under the Architect of the Capitol), to make a complete study of overlapping and duplicating services within the legislative establishment, and to prepare a plan for the establishment of efficient services and to report to Congress at the earliest practicable date. Any plan or schedule prepared by the Director must contain as an integral part provisions that appointments to any office or position under the Senate or the House shall be made only upon certification by the Director that the appointee is qualified, and in addition, in the case of committee staffs, upon recommendation of the Director; and that service employees of the Capitol shall be appointed on a merit basis established by the Director to the end that the so-called patronage system shall be discontinued and the fee system for guides abolished.

The provisions of this section do not apply and the authority of the Director does not extend to elected officers of the Senate or House or to personnel of Members' offices or to personnel of party policy committees provided for in the bill.

#### *Section 202. Stenographic pool*

Under this section the Director is required to establish a stenographic pool in each of the Senate and House Office Buildings for use of Members during peak periods.

#### *Section 203. Increase in compensation for certain congressional officers*

This section increases the basic compensation of elected officers of the Senate and House (not including the presiding officers) by 50 percent, effective January 1, 1947; and increases the appropriations for the Office of the Vice President and the Office of the Speaker by approximately 50 percent.

#### *Section 204. Administrative assistant to Members*

This section authorizes each Senator, Representative, Delegate, and the Resident Commissioner from Puerto Rico to appoint an administrative assistant at a salary of \$8,000 a year.

#### *Section 205. Committee staffs*

This section authorizes each standing committee to appoint four professional staff members (in addition to the clerical staffs), who are to be appointed on a permanent basis upon the recommendation and certification of the Director, without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. These staff members may not engage in any work other than committee business and no other duties may be assigned to them.

In the case of the Committees on Appropriations, each such committee and each subcommittee thereof is to be provided with a professional staff, two members of which shall be assigned to the chairman of the committee and each subcommittee thereof and two members to the ranking minority member of each such committee and subcommittee thereof.

The clerical staff of each standing committee will consist of six clerks, two to be attached to the office of the chairman, two to the ranking minority member, and two to the professional staff; and the office of committee janitor is abolished.

It is required that all committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman; and such records are declared to be the property of the Congress and all members of the committee and the respective Houses shall have access to such records.

Until the Director submits a plan for revision of legislative pay schedules and such plan is accepted by the Congress, the professional staff members will receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000, and the clerical staff will receive annual compensation ranging from \$2,000 to \$6,000. When the Director has submitted a plan for revision of pay schedules and such plan is accepted by Congress, all provisions of law authorizing chairmen of standing committees to rearrange or change the salaries and number of committee employees are repealed, and the personnel of Members' offices shall not be assigned any committee work.

It is specifically provided that no committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

#### *Section 206. Legislative Reference Service*

This section gives specific statutory authority for the Legislative Reference Service of the Library of Congress and prescribes detailed statutory functions for that Service. In addition to the other functions the Director of the Service is to assign competent persons to the press and radio galleries of the Senate and the House of Representatives.

The Director and Assistant Director of the Service are to be appointed by the Librarian upon recommendation and certification of the Director of Congressional Personnel. All personnel of the Service are to be appointed without regard to the civil-service laws and solely on the ground of fitness to perform the duties of their offices. Specific provision is made for the appointment of senior specialists in certain broad fields and such specialists, together with such other members of the staff as may be necessary, are to be available for special work with the committees of Congress.

Increased appropriations for the work of the Legislative Reference Service are authorized, as follows: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### *Section 207. Office of the Legislative Counsel*

This section authorizes appropriations for the Office of the Legislative Counsel as follows:

- (1) For the fiscal year ending June 30, 1947, \$150,000.
- (2) For the fiscal year ending June 30, 1948, \$200,000.



- (3) For the fiscal year ending June 30, 1949, \$250,000.
- (4) For the fiscal year ending June 30, 1950, \$250,000.
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

These figures are increases over past appropriations for this office; for example, the appropriation contained in the pending legislative appropriation bill is \$105,000.

#### *Section 208. Reductions in appropriations*

This section provides that if on December 31 in any fiscal year, and after the budget resolution discussed above (sec. 130 (b) of title I) has been agreed to, the President is of opinion that the expenditures for that fiscal year will exceed receipts in an amount greater than the excess specified in the resolution the President shall so proclaim; and thereupon all appropriations (except permanent appropriations and appropriations for servicing the public debt, for veterans' pensions and benefits, and to trust funds) shall be reduced by a uniform percentage which will reduce the aggregate amount of funds appropriated for that fiscal year in an amount equal to the difference between the excess proclaimed by the President and the excess specified in the resolution. The section is not to be applicable in time of war or during a national emergency proclaimed by the President.

#### *Section 209. Transfer of appropriations*

This section, effective July 1, 1947, prohibits the transfer of funds from one appropriation account to another or from one organization unit to another in the executive departments and other executive agencies.

#### *Section 210. Studies by the Comptroller General*

This section authorizes and directs the Comptroller General to make a study of restrictions in general appropriation accounts limiting expenditure of specified appropriations, with a view to determining the cost to the Government incident to complying with such restrictions and to report to the Congress with respect thereto.

#### *Section 211. Administrative management analyses by Comptroller General*

This section authorizes and directs the Comptroller General to make an administrative management analysis of each agency in the executive branch, to enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses are to be submitted to the Committees on Expenditures in the Executive Departments, the Appropriations Committees, the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, and each of the majority and minority policy committees.

### PART 2. STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

#### *Section 221. Improvement of Congressional Record*

This section authorizes and directs the Joint Committee on Printing to make provision for printing in the daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. The data will be prepared



under the supervision of the Secretary of the Senate and the Clerk of the House, respectively.

*Section 222. Joint Committee on Printing*

This section provides that the Joint Committee on Printing shall consist of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives. This provision is made necessary by reason of the fact that the Committees on Printing of the respective Houses are abolished in the rearrangement of committees, heretofore discussed.

*Section 223. Joint Committee on the Library*

Similarly, under this section the Joint Committee on the Library will consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House.

*Section 224. Transfer of functions*

Owing to the rearrangement of committees this section transfers the functions, powers, and duties imposed on a standing committee of the Senate or the House to the standing committee created by this act to which is transferred legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that respective chairmen of the Civil Service Committees are to be members of the National Archives Council since under the bill the National Archives come under the jurisdiction of the Civil Service Committees.

PART 3. PROVISIONS RELATING TO CAPITOL AND POLICY COMMITTEES

*Section 241. Remodeling of caucus rooms and restaurants*

This section authorizes and directs the Architect of the Capitol to prepare and submit to Congress plans for the remodeling of the caucus rooms in the Senate and House Office Buildings and the Senate and House restaurants. By a committee amendment the provision relating to the chambers of the two Houses has been stricken out as this project has already been authorized by law.

*Section 242. Assignment of Capitol space*

Under this section the President pro tempore of the Senate and the Speaker of the House are to cause a survey to be made of available space which could be utilized for joint committee meetings, meetings of conference committees, and other meetings requiring attendance of both Senators and Members of the House, and to recommend the reassignment of such space to accommodate such meetings.

*Section 243. Senate and House pages*

This section provides that pages for the Senate and House shall be appointed by the Director of Congressional Personnel from among boys from the metropolitan area of the District of Columbia. The Secretary of the Senate and the Clerk of the House are directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of these pages and pages of the Supreme Court in the public school system of the District, with provision for reimbursement to the District for any additional expenses incurred.

*Section 244. Majority and minority policy committees*

This section recommends the establishment of policy committees by the majority party and the principal minority party in each of the two Houses, for the formulation of over-all legislative policy, and authorizes an appropriation of \$30,000 annually for each policy committee for the maintenance of a staff. The members of each such staff are to be appointed and their compensation fixed by the policy committee concerned, but no such compensation shall be fixed at a rate in excess of \$8,000 per annum.

*Section 245. Joint legislative-executive council*

This section provides that when the majority policy committees are established they shall serve on a formal council to meet at regular intervals with the Executive and members of his Cabinet to consult and collaborate in the formulation and carrying out of national policy. It is further provided that from time to time the minority policy committees shall be included in such conferences on broad questions of foreign and domestic policy.

*Section 246. Experimentation with meeting schedules*

This section, in effect, recommends that there be experiments with schedules for meeting of the two Houses to determine whether business might not be more efficiently transacted by providing for alternate days for Chamber sessions and committee meetings, or by providing for three full days for committee meetings and three full days for sessions in the Chamber, or by providing some other schedule, including night sessions.

*Section 247. Effective date*

This section fixes an effective date for this title. With the exception of sections 205 (a), (b), and (c), 222, 223, 224, and 243, the title is made effective on the day on which the Eightieth Congress convenes.

### TITLE III—REGULATION OF LOBBYING ACT

This title deals with a subject that has frequently been before the Congress, in the form of bills to regulate lobbying activities. In order that there may be no misunderstanding of the purposes of this title the committee desires to make a statement as to what the title does and what it does not do. There follow some of the things that the title does not do:

First. It does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who appear openly and frankly before the committees of Congress and engage in no other activities to influence legislation.

Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.



Fifth. It does not apply in any manner to persons who appear voluntarily without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which formed.

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required under the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested, but carefully conceal from Members of Congress whom they happen to contact the purpose of their presence. The title in no wise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources and purposes of their employment and the amount of their compensation.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

#### *Section 301. Short title*

This section provides a short title, namely, the "Federal Regulation of Lobbying Act."

#### *Section 302. Definitions*

This section contains definitions and for convenience of reference the definitions of "contribution," "expenditure," and "legislation" are included herein as follows:

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

\* \* \* \* \*

(c) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

#### *Section 303. Detailed accounts of contributions*

This section makes it the duty of every person soliciting or receiving contributions (as defined above) to any organization or fund for the purposes defined in section 307 (post) to keep a detailed and exact



account of all contributions; the name and address of every person making a contribution of \$500 or more and the date thereof; all expenditures made by or on behalf of the organization or fund; and the name and address of every person to whom any expenditure was made, and the date thereof. It is further made the duty of such person to keep receipted bills for expenditures in excess of \$10, and to preserve the receipted bills and accounts required to be kept for at least 2 years from the date of filing of the statement containing such items.

*Section 304. Receipts for contributions*

This section requires every individual who receives a contribution of \$500 or more for the purposes specified in section 307 (post), within 5 days after receipt, to render to the person or organization for which it was received a detailed account thereof, including the name and address of the person making the contribution and the date on which received.

*Section 305. Statements to be filed with Clerk of House*

This section requires every person receiving any contributions or expending any money for the purposes specified in section 307 (post) to file with the Clerk of the House a statement showing the names and addresses of persons contributing \$500 or more; the total sum of the contributions made to or for such person during the calendar year and not stated under the foregoing requirement; the total sum of all contributions made to or for such person during the calendar year; the name and address of each person to whom an expenditure of \$10 or more has been made within the calendar year by or on behalf of such person and the amount, date, and purpose of such expenditure; the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under the foregoing requirement, and the total expenditures made by or on behalf of such person during the calendar year. Statements required to be filed hereunder shall be cumulative during the calendar year to which they relate.

*Section 306. Statement preserved for 2 years*

Statements required to be filed with the Clerk must be preserved for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

*Section 307. Persons to whom applicable*

This section defines the application of the title and includes any person who by himself or through any agent or employee or other person in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any one of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States. It will be noted in this connection that under the definition set forth above "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House and includes any other matter which may be the subject of action by either House.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress.

(c) To influence, directly or indirectly, the election or defeat of any candidate for any elective Federal office.

*Section 308. Registration with Secretary of Senate and Clerk of House*

This section requires any person who engages himself for pay or for any consideration, for the purpose of attempting to influence the passage or defeat of legislation, to register with the Clerk of the House and the Secretary of the Senate, giving full details of his employment, and to report each calendar quarter details concerning money received and expended by him during the preceding calendar quarter in carrying on his work. There are excepted from the provisions of this section persons who merely appear before committees in support of or in opposition to legislation but who engage in no further or other activities in connection with the passage or defeat of such legislation; public officials acting in their official capacity; and newspapers and periodicals acting in the regular course of business. All information required to be filed with the Clerk and Secretary shall be compiled by them, acting jointly, and printed in the Congressional Record.

*Section 309. Reports and statements to be made under oath*

This section requires all reports and statements to be made under oath.

*Section 310. Penalties*

This section makes it a misdemeanor to violate any of the provisions of the title and provides punishment by fine of not more than \$5,000 or imprisonment for not more than 12 months, or both. In addition to these penalties any person convicted of the misdemeanor specified above is prohibited for a period of 3 years from attempting to influence directly or indirectly the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or in opposition to proposed legislation; and any person who violates this provision is guilty of a felony and subject to punishment by a fine of not more than \$10,000 or imprisonment for not more than 5 years, or both.

*Section 311. Exemption*

This section provides that the title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said act.

TITLE IV—FEDERAL TORT CLAIMS ACT

This title waives, with certain limitations, governmental immunity to suit in tort and permits suits on tort claims to be brought against the United States. It is complementary to the provision in title I banning private bills and resolutions in Congress, leaving claimants to their remedy under this title.

In addition, the title extends the existing authority of heads of Government departments to adjust tort claims. Under existing law such authority is restricted to claims for property loss and damage not exceeding \$1,000. This title would extend it to cases of personal injury or death, but retains the maximum limitation of \$1,000.



The title applies to claims accruing on and after January 1, 1945, thus going back for one full session of Congress, and together with the provision in section 121 (ante) permitting bills and resolutions to be considered covering claims accruing between January 1, 1939, and December 31, 1944, will in effect permit an 8-year period for disposing of past claims.

Attention is called to the fact that there is now on the House Calendar a bill (H. R. 181, 79th Cong.) almost identical with this title. The essential difference is that the House bill puts a maximum limitation of \$10,000 on claims for which suit may be brought, whereas this title as reported by your committee contains no such limitation. The committee is of the opinion that in view of the banning of private claim bills in the Congress no such limitation should be imposed, and that with respect to this type of claim the Government should be put in the same position as any private party.

For the information of the Senate the following statement from the House Committee report on H. R. 181 (H. Rept. No. 1287, 79th Cong., 1st sess.), covering the history of this legislation and a summary of existing law is incorporated and made a part of this report:

#### HISTORY OF LEGISLATION

Under existing law, while the Government may be sued in contract, it is not generally subject to suit in tort, except as to admiralty and maritime torts.

Heads of departments are permitted to make administrative adjustments of certain types of tort claims for small amounts. Other claims, if adjusted at all, are handled individually by private bills, which either make a direct appropriation for the payment of the claim or else remit the claimant to suit either in the Court of Claims or in a United States district court.

For many years the present system has been subjected to criticism, both as being unduly burdensome to the Congress and as being unjust to the claimants, in that it does not accord to injured parties a recovery as a matter of right but bases any award that may be made on considerations of grace. Moreover, it does not afford a well-defined continually operating machinery for the consideration of such claims. For many years bills on this subject have been introduced from time to time attempting to approach the matter in various ways. During the Seventieth Congress a bill, H. R. 9285, which endeavored to deal with this matter passed both Houses but encountered a pocket veto at the hands of President Coolidge, which it is understood was principally based on the fact that the function of acting as counsel for the Government in such cases was to be reposed by that bill in the Comptroller General instead of in the Attorney General.

In the Seventy-sixth Congress H. R. 7236 passed the House on September 12, 1940, but the pressure of other urgent matters prevented its consideration in the Senate before the close of the session.

In the Seventy-seventh Congress a similar bill, S. 2221, was passed by the Senate and was approved in substance by this committee. Previous to such action, hearings were held before a subcommittee of the Committee on the Judiciary on H. R. 6463 and an earlier bill, H. R. 5373, both introduced by Representative Celler.

The magnitude of the task of considering and disposing of private claims can be gathered from the following statistics:

In the Sixty-eighth Congress about 2,200 private claim bills were introduced, of which 250 became law, then the largest number in the history of the Claims Committee.

In the Seventieth Congress 2,268 private claim bills were introduced, asking more than \$100,000,000. Of these, 336 were enacted, appropriating about \$2,830,000, of which 144, in the amount of \$562,000, were for tort.

In each of the Seventy-fourth and Seventy-fifth Congresses over 2,300 private claim bills were introduced, seeking more than \$100,000,000. In the Seventy-sixth Congress approximately 2,000 bills were introduced, of which 315 were approved, for a total of \$826,000.



In the Seventy-seventh Congress, of the 1,829 private claim bills introduced and referred to the Claims Committee, 593 were approved for a total of \$1,000,-253.30. In the Seventy-eighth Congress 1,644 bills were introduced; 549 of these were approved for a total of \$1,355,767.12. So far during the present Congress about 1,279 private claim bills have been introduced. Of these, 225 have been enacted, appropriating about \$965,353.06.

#### SUMMARY OF EXISTING LAW

Since 1855 the Government has been subject to suit on contract in the Court of Claims (act of February 24, 1855; 10 Stat. 612, amended by act of March 3, 1863; 12 Stat. 765). By the act of March 3, 1887, known as the Tucker Act, concurrent jurisdiction was conferred on the United States district courts over such contract claims and other claims "not sounding in tort" against the Government as involve a sum not exceeding \$10,000. By the act of June 25, 1910 (36 Stat. 851; U. S. C., title 35, sec. 68), the United States submitted itself to suit for patent infringement. Such suits may be brought only in the Court of Claims.

By the act of March 9, 1920 (41 Stat. 525; U. S. C., title 46, sec. 742), the Government was subjected to being sued in the district courts in respect to admiralty and maritime torts involving merchant vessels or tugboats owned or operated by the Government. By the act of March 3, 1925 (43 Stat. 1112; U. S. C., title 46, sec. 781), the right to sue the Government in respect to admiralty and maritime torts was extended so as to include damages caused by a public vessel of the United States. This authority was without limitation as to the amount of the claim.

As a result of the statutes briefly summarized above, the Government is subject to suit in contract, on admiralty and maritime torts, and for patent infringement. On the other hand, no action may be maintained against the Government in respect to any common-law tort. The existing exemption in respect to common-law torts appears incongruous. Its only justification seems to be historical. With the expansion of governmental activities in recent years, it becomes especially important to grant to private individuals the right to sue the Government in respect to such torts as negligence in the operation of vehicles.

In respect to certain classes of small claims the heads of departments are permitted by existing law to make administrative adjustment. However, in no case, is a court review now provided, if the claimant feels aggrieved at the disposition made of his claim by the head of the department. Thus by the act of December 28, 1922 (42 Stat. 1066; U. S. Code, title 31, sec. 215), the head of each department or independent establishment was authorized to adjust any claim for property loss or damage caused by the negligence of an officer or employee of the Government acting within the scope of his employment if the amount of the claim does not exceed \$1,000. It will be observed that this authority does not extend to claims for personal injuries or death. There are special statutes in existence permitting the heads of a few departments to adjust claims of a character defined in such statutes, generally not exceeding \$500 in amount. For example, the Postmaster General is vested with power to settle claims not exceeding \$500 involving either personal injuries or property damage caused by operations of the Post Office Department.

The present bill would establish a uniform system authorizing the administrative settlement of small tort claims and permitting suit to be brought on any tort claim not exceeding \$10,000, with the exception of certain classes of torts expressly exempted from the operation of the act.

#### PART 1. SHORT TITLE AND DEFINITIONS

##### *Section 401. Short title*

This section provides a short title, namely, the "Federal Tort Claims Act."

##### *Section 402. Definitions*

This section defines the terms used in the title and makes it clear that its provisions cover all Federal agencies, including Government corporations, and all Federal officers and employees, including members of the military and naval forces (in the case of the latter it is

noted that section 421<sup>(j)</sup> excludes from the application of the title claims arising out of the activities of the military and naval forces or the Coast Guard, during time of war).

## PART 2. ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS

### *Section 403. Claims of \$1,000 or less*

This section authorizes the head of each Federal agency, or his designee, to adjust claims accruing on and after January 1, 1945, not exceeding \$1,000, on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee of such agency while acting within the scope of his employment. In general, any award or determination is final and conclusive, except when procured by means of fraud. The acceptance of any award, compromise, or settlement releases both the Government and the employee from liability.

### *Section 404. Reports*

Under this section the heads of Federal agencies are required to make an annual report to Congress of all claims paid under this part.

## PART 3. SUITS ON TORT CLAIMS

### *Section 410. Jurisdiction*

This section vests exclusive jurisdiction in the United States district courts over claims against the United States, accruing on and after January 1, 1945, on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee while acting within the scope of his employment. The trial will be without a jury as is now the case in suits under the Tucker Act. The liability of the United States will be the same as that of a private person under like circumstance, in accordance with the local law, except that no punitive damages and no interest prior to judgment may be recovered.

Suit may not be instituted on a claim presented to a Federal agency under part 2 until it has been finally disposed of by the agency or withdrawn from consideration of the agency, and in any case suit shall not be brought for any sum in excess of the amount of the claim presented to the Federal agency except where based upon newly discovered evidence or evidence of intervening facts.

### *Section 411. Procedure*

This section provides that the practice and procedure shall be in accordance with the Rules of Civil Procedure, and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments are applicable as in cases brought in the district courts under the Tucker Act.

### *Section 412. Review*

Final judgments in the district courts are made subject to review by appeal to the circuit court of appeals or, with the written consent of all appellees, to the Court of Claims. Judgment would then be subject to review by the Supreme Court to the same extent as in other cases in the circuit courts of appeal.



*Section 413. Compromise*

This section authorizes the Attorney General to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of suit thereon.

## PART 4. PROVISIONS COMMON TO PART 2 AND PART 3

*Section 420. Statute of limitations*

This section prescribes a limitation period of 1 year for presentation of claims to Federal agencies or filing of suits in the district courts. If the claim is presented to a Federal agency an additional period of 6 months is provided from the time of disposition by the agency or withdrawal of the claim within which to file suit.

*Section 421. Exceptions*

This section specifies types of claim which would not be covered by the title. They include claims based upon the performance or nonperformance of discretionary functions or duties; claims based upon the act or omission of a Government employee exercising due care in the execution of a statute or regulation; claims based upon action of the Treasury Department under its blacklisting or freezing powers; claims seeking to test the constitutionality of legislation or the legality of a rule or regulation; claims arising from the administration of the Trading With the Enemy Act; and claims which relate to certain governmental activities which should be free from the threat of damage suit, or for which adequate remedies are already available. These exemptions cover claims arising out of the loss or miscarriage of postal matter; the assessment or collection of taxes or assessments; the detention of goods by customs officers; admiralty and maritime torts; deliberate torts such as assault and battery; and others. There are also excluded claims arising out of the activities of the military and naval forces, or the Coast Guard, during time of war, and claims arising in a foreign country.

*Section 422. Attorney's fees*

This section authorizes the court or the administrative officer, as the case may be, to fix reasonable attorney's fees. If the recovery is \$500 or more, such fees may not exceed 10 percent of the administrative award or 20 percent of the judgment; but in any case the attorney's fees allowed must be paid out of, but not in addition to, the judgment or award. Criminal penalties are provided for charging or collecting fees in excess of the maximum.

*Section 423. Exclusiveness of remedy*

This section provides that after the effective date of the title, the authority of any Federal agency to sue and be sued in its own name will no longer be applicable to torts cognizable under this title. This will place torts of "suable" agencies of the United States upon precisely the same footing as torts of "nonsuable" agencies. In both cases, the suits would be against the United States, subject to the limitations and safeguards of the bill; and in both cases the exceptions of the bill would apply either by way of preventing recovery at all or by way of leaving recovery to some other act, as, for example, the Suits in Admiralty Act. It is intended that neither corporate



status nor "sue and be sued" clauses shall, alone, be the basis for suits for money recovery sounding in tort. ✓

*Section 424. Certain statutes inapplicable*

This section provides that as to claims cognizable under part 2 of the title existing provisions of law authorizing administrative adjustment of such claims are repealed. Provisions of law authorizing adjustment of claims not cognizable under part 2 would remain unaffected as to such claims.

TITLE V—GENERAL BRIDGE ACT

The object of the proposed title is to eliminate the necessity of a special act of Congress to authorize the construction of each individual bridge by giving general consent to all bridges the location, plans, and specifications of which are approved by the Secretary of War and the Chief of Engineers.

The title does not apply to bridges over waters the navigable portion of which lies wholly within one State, and in such cases under the act of March 3, 1899 (30 Stat. 1151; U. S. Code, title 33, sec. 401) authorization by the State legislature will still be necessary. The plans and specifications for these bridges will still need the approval of the Secretary of War and the Chief of Engineers.

This title does not repeal the General Bridge Act of 1906 (34 Stat. 84; U. S. C., title 33, sec. 491), but supersedes such act with respect to bridges over navigable waters of the United States, the construction of which is hereafter approved, and it is contemplated that all such bridges will hereafter be constructed under the provisions of this title. However, it may be noted that even though section 121 of the bill prohibits the receipt or consideration in either House of Congress of a private bill or resolution authorizing the construction of a bridge across a navigable stream, the two Houses may suspend such rule and grant such consent by a special act in accordance with the provisions of the General Bridge Act of 1906. In any case in which that event occurs, the provisions of the 1906 act will apply.

This title does not apply to the bridges specified in the act of August 21, 1935 (49 Stat. 670; U. S. C., title 33, secs. 503–506). That act permits the Secretary of War to set reasonable tolls on bridges constructed under the authority of acts prior to the act of March 3, 1899, cited above; nor does it apply to the act of June 21, 1940 (54 Stat. 497; U. S. C., title 33, secs. 511–523), which is an act to provide for the alteration of railroad bridges and for the apportionment of the cost of such alterations between the United States and the owners of such bridges.

*Section 501. Short title*

This section provides a short title, namely, the "General Bridge Act of 1946."

*Section 502. Consent of Congress*

This section contains a general grant of the consent of Congress for the construction, maintenance, and operation of bridges over navigable waters in accordance with the provisions of this title. Location and plans are to be approved by the Chief of Engineers and the Secretary of War who may impose any specific conditions that they deem neces-

sary in the interest of public navigation. In the case of privately owned highway toll bridges the location and plans must be approved by the highway departments of the State or States in which the bridge and its approaches are situated, and if in any such case the States are unable to agree or they, or either of them, fail or refuse to act upon the location and plans submitted, the location and plans will then be submitted to the Federal Public Roads Administration and, if approved by the Public Roads Administration, approval by the State highway departments is not required.

#### *Section 503. Tolls*

This section provides for the regulation of tolls over interstate bridges and authorizes the Secretary of War from time to time to prescribe reasonable rates of toll.

#### *Section 504. Acquisition by public agencies*

This section authorizes acquisition by public agencies of any interstate toll bridge and limits the damages or compensation to be allowed, after 5 years after the completion of the bridge, to cost of construction, acquiring interests in real property, financing and promotion costs not to exceed 10 percent of the sum of the foregoing, and actual expenditures for necessary improvements. In such cases no allowances will be made for good will, going value, or prospective revenues or profits.

#### *Section 505. Statements of cost*

Under this section the owner is required to file with the Secretary of War and the highway departments detailed statements of cost. Provision is made for investigation of such costs by the Secretary of War, and his findings shall be conclusive for purposes of section 504, subject only to review in a court of equity for fraud or gross mistake.

#### *Section 506. Sinking fund*

This section provides that in the case of interstate toll bridges constructed or taken over by a public agency, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of construction or acquisition. After a sinking fund sufficient for such amortization has been provided the bridge shall thereafter be maintained and operated free of tolls.

#### *Section 507. Applicability of title*

This title is to apply only to bridges over navigable waters of the United States the construction of which is hereafter approved under the provisions of this title.

#### *Section 508. International bridges*

This section specifically excepts from the application of the title bridges which will connect the United States or any Territory or possession of the United States with any foreign country.



*Section 509. Eminent domain*

This section grants the right of eminent domain to persons or public agencies authorized to build bridges between two or more States.

*Section 510. Penalties*

This section imposes criminal penalties for violation of orders of the Secretary of War or the Chief of Engineers, and for refusal to produce books, papers, or documents required under the title.

*Section 511. Rights reserved*

This section is the usual reservation of the right to alter, amend, or repeal.

## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

This title accomplishes two purposes. First, it increases the compensation of Members of Congress to \$15,000 per annum, and the compensation of the Speaker and the Vice President to \$20,000 per annum. Second, it provides a system of retirement pay for Members of Congress similar to that accorded to Government officers and employees generally.

*Section 601. Compensation of Members of Congress*

This section increases the compensation of Senators, Representatives in Congress, Delegates from Territories, and the Resident Commissioner from Puerto Rico to \$15,000 per annum; and the compensation of the Speaker of the House of Representatives and the Vice President to \$20,000 per annum. As an incident to these increases the section contains two additional provisions:

(1) It provides that for the purpose of section 23 (a) (1) (A) of the Internal Revenue Code (relating to the deductibility of trade and business expenses), in the case of Senators, Representatives, Delegates, and Resident Commissioners their home shall be considered to be their place of residence within the State, Territory, or possession from which they are such a Member, Delegate, or Resident Commissioner. This will in effect permit these officials to deduct business expenses, including board and lodging in Washington, and other expenses incident to their absence from home on congressional service.

(2) The provision of the Legislative Branch Appropriation Act, 1946, providing for the \$2,500 expense allowance for Representatives, Delegates, and the Resident Commissioner from Puerto Rico is repealed.

*Section 602. Retirement pay of Members of Congress*

Subsection (a) of this section amends section 3 (a) of the Civil Service Retirement Act of May 29, 1930, so as to remove the exclusion contained therein with respect to Members of Congress. Section 3 (a), which relates to coverage under the act, reads in part as follows:

SEC. 3. (a) This Act shall apply to all officers and employees in or under the executive, judicial, and legislative branches of the United States Government  
\* \* \* except elective officers and heads of executive departments.



The amendment would insert after the words "elective officers" the words "in the executive branch of the Government", thus confining the exclusion of elective officers to the President and the Vice President.

Subsection (b) of the section would add a new section 3A to the Retirement Act. This new section would outline the respects in which the Retirement Act would operate differently in the case of a Member of Congress, and, except as provided in this section, the provisions of the Retirement Act would apply in the same manner to Members of Congress as to other persons covered by such act.

Paragraph (1) provides that no Member of Congress shall be subject to the provisions of the act unless he so elects. His election could be made at any time within 6 months after the date of enactment or at any time within 6 months after taking an oath of office as a Member of Congress. He would be required, however, to make his election while serving as a Member of Congress. Thus a Member could not wait until he is out of office and then elect to come under the act; nor would the amendment confer any rights upon former Members of Congress. Any such person who later becomes a Member of Congress would, of course, have a further opportunity at that time to elect to come within the purview of the act, and, if he so elected, he would get credit for his prior service as a Member of Congress.

Members of Congress electing to become subject to the provisions of the act would be required, from the date of such election, to contribute to the retirement fund at the rate of 6 percent of their pay rather than at 5 percent as in the case of other persons subject to the act. Deposits made for the purpose of purchasing credit for past service performed prior to the date of enactment, however, would be made at the same rates as in the case of other persons, that is, 5 percent for service between July 1, 1942, and the date of enactment; 3½ percent for service between July 1, 1926, and July 1, 1942; and 2½ percent for service between July 31, 1920, and July 1, 1926. No deposit is required for service prior to July 31, 1920.

A Member of Congress would not be eligible for a superannuation annuity under these provisions unless he had served as a Member of Congress for at least 6 years, and unless he contributes or makes deposit for his last 5 years of congressional service. If his last 5 years of service are performed after the date of enactment, the contribution or deduction would be at the rate of 6 percent. However, if any portion of his last 5 years of service shall have been performed prior to the date of enactment, the deposit for that portion would be at the rates (set forth in the preceding paragraph) in effect at the time such service was performed, and would be based on the salary he received at such time. An exception to the rule that the last 5 years of congressional service must be contributed for is contained in paragraph 7 of the amendment and perhaps should be mentioned at this point. In a case in which a Member of Congress qualifies for and receives an annuity but thereafter is again elected to Congress, his annuity will be suspended during the period in which he holds office. Although this subsequent service will now form at least a part of his last 5 years of service, his annuity will be resumed when he relinquishes office even though he does not elect to have deductions made during this period. As hereafter explained, however, the annuity will not be recomputed to allow credit for the subsequent service unless such deductions are made.

If the Member of Congress is 62 or over when he leaves office his annuity would become payable on the first day of the month following the month in which he leaves office. If, however, he leaves office prior to attaining the age of 62, his annuity would not commence until the first day of the month following the month in which he reaches age 62.

As in the case of other persons subject to the Retirement Act, a Member of Congress could, irrespective of age, retire after 5 years' service if he were to become totally disabled for useful and efficient service, and be paid an annuity computed in the manner set forth in the following paragraph. In order to qualify for a disability annuity, the Member of Congress, however, must have contributed or made deposit for his last 5 years of service as required in the case of the annuity based on age and service.

The annuity of a Member of Congress under this section would, if he contributed or made deposit for all congressional service subsequent to July 31, 1920, be an amount equal to 2½ percent of the average annual pay he received as a Member of Congress multiplied by his years of service as a Member of Congress, but no annuity would be permitted to exceed three-fourths of the annual rate of compensation received by such Member at the date of his separation from the service. For the purposes of computing average annual pay, only basic compensation would be considered. The compensation provided by law for the Speaker of the House and of the President pro tempore of the Senate when there is no Vice President would, of course, be considered pay for service as a Member of Congress for such purposes.

If the Member of Congress failed to contribute or make deposit for all his years of congressional service the years for which he did not contribute or make deposit would nevertheless be included in computing his annuity, but the annuity would be reduced by an amount equal to the amount of annuity which his contributions or deposit including interest thereon for such years would purchase if made. Since service other than as a Member of Congress cannot be used in computing the annuity under this provision, failure to make deposit for such service would not result in reduction of such annuity.

The amount of annuity payable to a Member of Congress would also be affected by any election which he might make under section 4 (c) or (d) of the Retirement Act. Ordinarily, any unexpended part of the principal of an annuity is returned, upon the annuitant's death, to his beneficiary. Under section 4 (c), however, he may elect to receive an increased annuity with forfeiture at his death of any unexpended part of the principal. Also, under section 4 (d), he may elect to receive a reduced annuity during his life, and an annuity after his death payable to his beneficiary.

A Member who becomes separated without having served at least 6 years as a Member of Congress will be entitled under paragraph 6 to a refund of all amounts deducted from his pay for retirement purposes, with interest at 4 percent to the date of separation, unless, of course, he is receiving a disability annuity. In any case in which a Member receives a refund under this paragraph, and later has additional service which qualifies him for annuity, he must redeposit the amount refunded to him with interest, in order to receive such annuity.



No annuity will be payable to any person under the act during any period in which he holds office under, or is employed by, the United States. Paragraph 7 provides that if a person qualifies for and receives an annuity and later takes office as a Member of Congress, the payment of his annuity will be suspended so long as he holds such office. When he relinquishes office, however, his annuity will be resumed and, if he has elected to have deductions made from his salary for such period, his annuity will be recomputed to reflect credit for the additional service.

Under the Retirement Act at present service as a Member of Congress is creditable for annuity purposes in cases where the annuitant had other governmental service which was within the purview of the act. This would be changed under the amendment so that in any case in which a person can qualify for a congressional annuity (i. e., if he has 6 years of service as a Member of Congress any of which occurs after the date of enactment of the amendment) his service as a Member of Congress cannot be credited for the purposes of a regular annuity under the act, and any amounts which he may have contributed with respect to his other governmental service, if less than 5 years, would be refunded. If, however, he has less than 6 years of service as a Member of Congress, or if all of his congressional service was performed prior to the enactment of the amendment, such service can be credited for the purposes of a regular annuity provided he has other Government service bringing him under the act. In no case can service other than service as a Member of Congress be considered in computing a congressional annuity under the amendment. There may be instances, of course, where a person has six or more years of service as a Member of Congress thus qualifying him for an annuity under the amendment, and also has five or more years of other governmental service performed either prior to or after his congressional service, also qualifying him for an annuity under other provisions of the act. In such a case the annuity payable would be equal to the aggregate of the two annuities separately computed. It should be emphasized, however, that a period of service credited for the purposes of the one computation may in no event be credited for the purposes of the other computation.

Certain provisions of the Retirement Act are obviously incompatible with constitutional provisions relating to terms of office and removal of Members of Congress. Thus the provisions of the act relating to automatic separation from the service and to retirement at the request of the head of a department, branch, or agency of the Government, would not be applicable to Members of Congress who come within the provisions of the act.

The amendment would apply only to the Senators and Representatives in Congress, to the Delegates from Alaska and Hawaii and to the Resident Commissioner from Puerto Rico.

The following table indicates the amounts of annuity payable under S. 2177 to Members of Congress whose services are terminated January 2, 1947, according to indicated entry date into service and whether full contributions for all prior service or only contributions for the last 5 years of service have been made. In the latter case the annuity payable is shown for indicated select ages.



Date of entry into service	Annuity payable if full contributions for all prior service are made	Annuity payable at in- dicated ages if contri- butions are made only for the last 5 years of service <sup>1</sup>				Date of entry into service	Annuity payable if full contributions for all prior service are made	Annuity payable at in- dicated ages if contri- butions are made only for the last 5 years of service <sup>1</sup>			
		62	65	70	75			62	65	70	75
Jan. 3, 1941-----	\$1,500	\$1,465	\$1,463	\$1,458	\$1,451	Mar. 4, 1925----	\$5,458	\$4,673	\$4,616	\$4,498	\$4,341
Jan. 3, 1939-----	2,000	1,892	1,884	1,868	1,846	Mar. 4, 1923----	5,833	4,975	4,913	4,783	4,612
Jan. 3, 1937-----	2,500	2,313	2,299	2,271	2,233	Mar. 4, 1921----	6,208	5,271	5,203	5,061	4,875
Jan. 3, 1935-----	3,000	2,727	2,707	2,666	2,611	Mar. 4, 1919----	6,583	5,621	5,551	5,406	5,215
Mar. 4, 1933-----	3,458	3,100	3,074	3,020	2,949	Mar. 4, 1917----	6,958	5,996	5,926	5,781	5,590
Mar. 4, 1931-----	3,958	3,500	3,467	3,398	3,307	Mar. 4, 1915----	7,333	6,371	6,301	6,156	5,965
Mar. 4, 1929-----	4,458	3,892	3,851	3,766	3,653	Mar. 4, 1913----	7,500	6,538	6,468	6,323	6,132
Mar. 4, 1927-----	4,958	4,275	4,226	4,123	3,987						

<sup>1</sup> The paradoxical situation of persons receiving less at the older ages where full contributions have not been made for all service rendered after July 1920 is due to the fact that the full annuity is reduced by the actuarial equivalent of the amount of indebtedness to the fund. The actuarial equivalent therefore increases with age.

The above table is computed on the basis of compensation heretofore received and, of course, the amounts will be increased as time goes on if the provisions of section 601, providing for increased compensation for Members of Congress, are enacted.

#### TITLE VII—SELF-GOVERNMENT FOR THE DISTRICT OF COLUMBIA

This title, which provided for the preparation of a charter designed to provide a form of municipal government for the District of Columbia, and a referendum thereon of District residents, was stricken from the bill by the committee, for the reasons given in the general statement above.

○

Calendar No. 1427

79TH CONGRESS  
2D SESSION

# S. 2177

[Report No. 1400]

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## IN THE SENATE OF THE UNITED STATES

MAY 13 (legislative day, MARCH 5), 1946

Mr. LA FOLLETTE introduced the following bill; which was read twice and referred to the Special Committee on the Organization of Congress

MAY 31 (legislative day, MARCH 5), 1946

Reported by Mr. LA FOLLETTE, with amendments

[Omit the part struck through and insert the part printed in italic]

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## A BILL

To provide for increased efficiency in the legislative branch of the Government.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE

4 That (a) this Act divided into titles and sections  
5 according to the following table of contents, may be cited  
6 as the "Legislative Reorganization Act of 1946":

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## 1 SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

7 TITLE I—CHANGES IN RULES OF SENATE AND  
8 HOUSE

## 9 RULE-MAKING POWER OF THE SENATE AND HOUSE

10 SEC. 101. The following sections of this title are enacted  
11 by the Congress:

12 (a) As an exercise of the rule-making power of the  
13 Senate and the House of Representatives, respectively, and

1 as such they shall be considered as part of the rules of each  
 2 House, respectively, or of that House to which they spe-  
 3 cifically apply; and such rules shall supersede other  
 4 rules only to the extent that they are inconsistent therewith;  
 5 and

6 (b) With full recognition of the constitutional right of  
 7 either House to change such rules (so far as relating to  
 8 the procedure in such House) at any time, in the same  
 9 manner and to the same extent as in the case of any other  
 10 rule of such House.

# 11 PART 1—STANDING RULES OF THE SENATE

## 12 STANDING COMMITTEES OF THE SENATE

13 SEC. 102. Rule XXV of the Standing Rules of the Sen-  
 14 ate is amended to read as follows:

### 15 “RULE XXV

#### 16 “STANDING COMMITTEES

17 “(1) The following standing committees shall be ap-  
 18 pointed at the commencement of each Congress, with leave  
 19 to report by bill or otherwise:

20 “(a) Committee on Agriculture and Forestry, to con-  
 21 sist of thirteen Senators, to which committee shall be referred  
 22 all proposed legislation, messages, petitions, memorials, and  
 23 other matters relating to the following subjects:

24 “1. Agriculture generally.



- 1       “2. Inspection of livestock and meat products.
- 2       “3. Animal industry and diseases of animals.
- 3       “4. Adulteration of seeds, insect pests, and protection of
- 4 birds and animals in forest reserves.
- 5       “5. Agricultural colleges and experiment stations.
- 6       “6. Forestry in general, and forest reserves other than
- 7 those created from the public domain.
- 8       “7. Agricultural economics and research.
- 9       “8. Agricultural and industrial chemistry.
- 10       “9. Dairy industry.
- 11       “10. Entomology and plant quarantine.
- 12       “11. Human nutrition and home economics.
- 13       “12. Plant industry, soils, and agricultural engineering.
- 14       “13. Agricultural educational extension services.
- 15       “14. Extension of farm credit and farm security.
- 16       “15. Rural electrification.
- 17       “16. Agricultural production and marketing and stabili-
- 18 zation of prices of agricultural products.
- 19       “17. Crop insurance and soil conservation.
- 20       “(b) Committee on Appropriations, to consist of thirteen
- 21 Senators, to which committee shall be referred all proposed
- 22 legislation, messages, petitions, memorials, and other matters
- 23 relating to the following subjects:
- 24       “1. Appropriation of the revenue for the support of
- 25 the Government.

1       “(c) Committee on Armed Services, to consist of  
2 thirteen Senators, to which committee shall be referred all  
3 proposed legislation, messages, petitions, memorials, and  
4 other matters relating to the following subjects:

5       “1. Common defense generally.

6       “2. The War Department and the Military Establish-  
7 ment generally.

8       “3. The Navy Department and the Naval Establish-  
9 ment generally.

10       “4. Soldiers’ and sailors’ homes.

11       “5. Pay, promotion, retirement, and other benefits and  
12 privileges of members of the armed forces.

13       “6. Selective service.

14       “7. Size and composition of the Army and Navy.

15       “8. Forts, arsenals, military reservations, and navy yards.

16       “9. Ammunition depots.

17       “10. Maintenance and operation of the Panama Canal,  
18 including the administration, sanitation, and government of  
19 the Canal Zone.

20       “11. Conservation, development, and use of naval pe-  
21 troleum and oil shale reserves.

22       “12. Strategic and critical materials necessary for the  
23 common defense.

24       “(d) Committee on Banking and Currency, to consist  
25 of thirteen Senators, to which committee shall be referred all

1 proposed legislation, messages, petitions, memorials, and  
2 other matters relating to the following subjects:

3 "1. Banking and currency generally.

4 "2. Financial aid to commerce and industry, other than  
5 matters relating to such aid which are specifically assigned  
6 to other committees under this rule.

7 "3. Deposit insurance.

8 "4. Public and private housing.

9 "5. Federal Reserve System.

10 "6. Gold and silver, including the coinage thereof.

11 "7. Issuance of notes and redemption thereof.

12 "8. Valuation and revaluation of the dollar.

13 "9. Control of prices of commodities, rents, or services.

14 ~~"10. Bureau of Standards, including standardization of~~  
15 ~~weights and measures and the metric system.~~

16 "(e) Committee on Civil Service, to consist of thirteen  
17 Senators, to which committee shall be referred all proposed  
18 legislation, messages, petitions, memorials, and other matters  
19 relating to the following subjects:

20 "1. The Federal civil service generally.

21 "2. The status of officers and employees of the United  
22 States, including their compensation, classification, and  
23 retirement.

24 "3. The postal service generally, including the railway



1 mail service, and measures relating to ocean mail and  
2 pneumatic-tube service; but excluding post roads.

3 “4. Postal-savings banks.

4 “5. Census and the collection of statistics generally.

5 “6. The National Archives.

6 “(f) Committee on the District of Columbia, to consist  
7 of thirteen Senators, to which committee shall be referred  
8 all proposed legislation, messages, petitions, memorials, and  
9 other matters relating to the following subjects:

10 “1. All measures relating to the municipal affairs of  
11 the District of Columbia in general, other than appropria-  
12 tions therefor, including—

13 “2. Public health and safety, sanitation, and quaran-  
14 tine regulations.

15 “3. Regulation of sale of intoxicating liquors.

16 “4. Adulteration of food and drugs.

17 “5. Taxes and tax sales.

18 “6. Insurance, executors, administrators, wills, and  
19 divorce.

20 “7. Municipal and juvenile courts.

21 “8. Incorporation and organization of societies.

22 “9. Municipal code and amendments to the criminal  
23 and corporation laws.

24 “(g) (1) Committee on Expenditures in the Execu-

1 tive Departments, to consist of thirteen Senators, to which  
2 committee shall be referred all proposed legislation, mes-  
3 sages, petitions, memorials, and other matters relating to  
4 the following subjects:

5 “(A) Budget and accounting measures, other than  
6 appropriations.

7 “(B) Reorganizations in the executive branch of the  
8 Government.

9 “(2) Such committee shall have the duty of—

10 “(A) receiving and examining reports of the Comp-  
11 troller General of the United States and of submitting  
12 such recommendations to the Senate as it deems neces-  
13 sary or desirable in connection with the subject matter  
14 of such reports;

15 “(B) studying the operation of Government activi-  
16 ties at all levels with a view to determining its economy  
17 and efficiency;

18 “(C) evaluating the effects of laws enacted to re-  
19 organize the legislative and executive branches of the  
20 Government;

21 “(D) studying intergovernmental relationships be-  
22 tween the United States and the States and municipali-  
23 ties, and between the United States and international  
24 organizations of which the United States is a member.

25 “(h) Committee on Finance, to consist of thirteen Sen-

1 ators, to which committee shall be referred all proposed  
2 legislation, messages, petitions, memorials, and other matters  
3 relating to the following subjects:

4 "1. Revenue measures generally.

5 "2. The bonded debt of the United States.

6 "3. The deposit of public moneys.

7 "4. Customs, collection districts, and ports of entry and  
8 delivery.

9 "5. Reciprocal trade agreements.

10 "6. Transportation of dutiable goods.

11 "7. Revenue measures relating to the insular possessions.

12 "(i) Committee on Foreign Relations, to consist of  
13 thirteen Senators, to which committee shall be referred all  
14 proposed legislation, messages, petitions, memorials, and  
15 other matters relating to the following subjects:

16 "1. Relations of the United States with foreign nations  
17 generally.

18 "2. Treaties.

19 "3. Establishment of boundary lines between the United  
20 States and foreign nations.

21 "4. Protection of American citizens abroad and ex-  
22 patriation.

23 "5. Neutrality.

24 "6. International conferences and congresses.

25 "7. The American National Red Cross.



1       “8. Intervention abroad and declarations of war.

2       “9. Measures relating to the diplomatic service.

3       “10. Acquisition of land and buildings for embassies  
4 and legations in foreign countries.

5       “11. Measures to foster commercial intercourse with  
6 foreign nations and to safeguard American business inter-  
7 ests abroad.

8       “12. United Nations Organization and international  
9 financial and monetary organizations.

10      “13. Foreign loans.

11      “(j) Committee on Interstate and Foreign Commerce,  
12 to consist of thirteen Senators, to which committee shall be  
13 referred all proposed legislation, messages, petitions, me-  
14 morials, and other matters relating to the following subjects:

15          “1. Interstate commerce generally.

16          “2. Regulation of interstate railroads, busses, trucks, and  
17 pipe lines.

18          “3. Communication by telephone, telegraph, radio, and  
19 television.

20          “4. Civil aeronautics.

21          “5. Merchant marine generally.

22          “6. Registering and licensing of vessels and small boats.

23          “7. Navigation and the laws relating thereto, including  
24 pilotage.

1       “8. Rules and international arrangements to prevent  
2 collisions at sea.

3       “9. Merchant marine officers and seamen.

4       “10. Measures relating to the regulation of common  
5 carriers by water and to the inspection of merchant marine  
6 vessels, lights and signals, *life-saving equipment*, and fire  
7 protection on such vessels.

8       “11. Coast and Geodetic Survey.

9       “12. The Coast Guard, including life-saving service,  
10 lighthouses, lightships, and ocean derelicts.

11       “13. The United States Coast Guard and Merchant  
12 Marine Academies.

13       “14. Weather Bureau.

14       “15. Except as provided in paragraph (c), the Panama  
15 Canal and interoceanic canals generally.

16       “16. Inland waterways.

17       “17. Fisheries and wildlife, including research, restora-  
18 tion, refuges, and conservation.

19       “18. *Bureau of Standards including standardization of*  
20 *weights and measures and the metric system.*

21       “(k) Committee on the Judiciary, to consist of thirteen  
22 Senators, to which committee shall be referred all proposed  
23 legislation, messages, petitions, memorials, and other matters  
24 relating to the following subjects:

25       “1. Judicial proceedings, civil and criminal, generally.

1       “2. Constitutional amendments.

2       “3. Federal courts and judges.

3       “4. Local courts in the Territories and possessions.

4       “5. Revision and codification of the statutes of the  
5 United States.

6       “6. National penitentiaries.

7       “7. Protection of trade and commerce against unlaw-  
8 ful restraints and monopolies.

9       “8. Holidays and celebrations.

10       “9. Bankruptcy, mutiny, espionage, and counterfeiting.

11       “10. State and Territorial boundary lines.

12       “11. Meetings of Congress, attendance of Members,  
13 and their acceptance of incompatible offices.

14       “12. Civil liberties.

15       “13. Patents, copyrights, and trade-marks.

16       “14. Patent Office.

17       “15. Immigration and naturalization.

18       “16. Apportionment of Representatives.

19       “17. Measures relating to claims against the United  
20 States,—other than private claims for damages.

21       “18. *Interstate compacts generally.*

22       “(1) Committee on Labor and Public Welfare, to con-  
23 sist of thirteen Senators, to which committee shall be referred  
24 all proposed legislation, messages, petitions, memorials, and  
25 other matters relating to the following subjects:



1       “1. Measures relating to education, labor, or public  
2 welfare generally.

3       “2. Mediation and arbitration of labor disputes.

4       “3. Wages and hours of labor.

5       “4. Convict labor and the entry of goods made by  
6 convicts into interstate commerce.

7       “5. Regulation or prevention of importation of foreign  
8 laborers under contract.

9       “6. Child labor.

10       “7. Labor statistics.

11       “8. Labor standards.

12       “9. School-lunch program.

13       “10. Vocational rehabilitation.

14       “11. National social security, except revenue measures  
15 relating thereto.

16       “12. Railroad labor and railroad retirement and un-  
17 employment, except revenue measures relating thereto.

18       “13. United States Employees Compensation Com-  
19 mission.

20       “14. Columbia Institution for the Deaf, Dumb, and  
21 Blind; Howard University; Freedmen's Hospital; and Saint  
22 Elizabeths Hospital.

23       “15. Public health and quarantine.

24       “16. Welfare of miners.

25       “(m) Committee on Public Lands, to consist of thir-

1   teen Senators, to which committee shall be referred all  
2   proposed legislation, messages, petitions, memorials, and  
3   other matters relating to the following subjects:

4       “1. Public lands generally, including entry, easements,  
5   and grazing thereon.

6       “2. Mineral resources of the public lands.

7       “3. Forfeiture of land grants and alien ownership, in-  
8   cluding alien ownership of mineral lands.

9       “4. Forest reserves and national parks created from the  
10   public domain.

11       “5. Military parks and battlefields, and national ceme-  
12   teries.

13       “6. Preservation of prehistoric ruins and objects of in-  
14   terest on the public domain.

15       “7. Measures relating generally to Hawaii, Alaska, and  
16   the insular possessions of the United States, except those  
17   affecting their revenue and appropriations.

18       “8. Irrigation and reclamation, including water supply  
19   for reclamation projects, and easements of public lands for  
20   irrigation projects.

21       “9. Interstate compacts relating to apportionment of  
22   waters for irrigation purposes.

23       “10. Mining interests generally.

24       “11. Mineral land laws and claims and entries there-  
25   under.

1       “12. Geological survey.

2       “13. Mining schools and experimental stations.

3       “14. Petroleum conservation and conservation of the  
4 radium supply in the United States.

5       “15. Relations of the United States with the Indians  
6 and the Indian tribes.

7       “16. Measures relating to the care, education, and man-  
8 agement of Indians, including the care and allotment of  
9 Indian lands and general and special measures relating to  
10 claims which are paid out of Indian funds.

11       “(n) Committee on Public Works, to consist of thirteen  
12 Senators, to which committee shall be referred all proposed  
13 legislation, messages, petitions, memorials and other matters  
14 relating to the following subjects:

15       “1. Flood control and improvement of rivers and harbors.

16       “2. Public works for the benefit of navigation, and  
17 bridges and dams (other than international bridges and  
18 dams).

19       “3. Water power.

20       “4. Oil and other pollution of navigable waters.

21       “5. Public buildings and occupied or improved grounds  
22 of the United States generally.

23       “6. Measures relating to the purchase of sites and con-



1   struction of post offices, customhouses, Federal courthouses,  
2   and Government buildings within the District of Columbia.

3       “7. Measures relating to the Capitol building and the  
4   Senate and House Office Buildings.

5       “8. Measures relating to the maintenance and care of  
6   the buildings and grounds of the Botanic Gardens, the  
7   Library of Congress, and the Smithsonian Institution.

8       “9. Public reservations and parks within the District  
9   of Columbia, including Rock Creek Park and the Zoological  
10   Park.

11       “10. Measures relating to the construction or mainte-  
12   nance of roads and post roads.

13       “(o) (1) Committee on Rules and Administration, to  
14   consist of thirteen Senators, to which committee shall be re-  
15   ferred all proposed legislation, messages, petitions, memo-  
16   rials, and other matters relating to the following subjects:

17       “(A) Matters relating to the payment of money out  
18   of the contingent fund of the Senate or creating a charge  
19   upon the same; except that any resolution relating to sub-  
20   stantive matter within the jurisdiction of any other standing  
21   committee of the Senate shall be first referred to such com-  
22   mittee.

23       “(B) Except as provided in paragraph (n) 8, matters  
24   relating to the Library of Congress and the Senate Library;  
25   statuary and pictures; acceptance or purchase of works of

1 art for the Capitol; the Botanic Gardens; management of the  
2 Library of Congress; purchase of books and manuscripts;  
3 erection of monuments to the memory of individuals.

4 “(C) Except as provided in paragraph (n) 8, matters  
5 relating to the Smithsonian Institution and the incorporation  
6 of similar institutions.

7 “(D) Matters relating to the election of the President,  
8 Vice President, or Members of Congress; corrupt practices;  
9 contested elections; credentials and qualifications; Federal  
10 elections generally; Presidential succession.

11 “(E) Matters relating to parliamentary rules; floor and  
12 gallery rules; Senate Restaurant; Senate Office Building;  
13 Senate Wing of the Capitol; assignment of office space;  
14 and services to the Senate.

15 “(F) Matters relating to printing and correction of the  
16 Congressional Record.

17 “(2) Such committee shall also have the duty of exam-  
18 ining all bills, amendments, and joint resolutions after pas-  
19 sage by the Senate; and, in cooperation with the Committee  
20 on House Administration of the House of Representatives,  
21 of examining all bills and joint resolutions which shall have  
22 passed both Houses, to see that the same are correctly en-  
23 rolled; and, when signed by the Speaker of the House and  
24 the President of the Senate, shall forthwith present the same,  
25 when they shall have originated in the Senate, to the Presi-

1 dent of the United States in person, and report the fact  
2 and date of such presentation to the Senate. Such committee  
3 shall also have the duty of assigning office space in the Senate  
4 wing of the Capitol and in the Senate Office Building.

5 “(p) Committee on Veterans’ Affairs, to consist of  
6 thirteen Senators, to which committee shall be referred all  
7 proposed legislation, messages, petitions, memorials, and  
8 other matters relating to the following subjects:

9 “1. Veterans’ measures generally.

10 “2. Pensions of all the wars of the United States, gen-  
11 eral and special.

12 “3. Life insurance issued by the Government on account  
13 of service in the armed forces.

14 “4. Compensation, vocational rehabilitation, and edu-  
15 cation of veterans.

16 “5. Veterans’ hospitals, medical care and treatment  
17 of veterans.

18 “6. Soldiers’ and sailors’ civil relief.

19 “7. Readjustment of servicemen to civil life.

20 “(2) Each standing committee shall continue and have  
21 the power to act until their successors are appointed.

22 “(3) Each standing committee is authorized to fix the  
23 number of its members (but not less than one-third of its  
24 entire membership) who shall constitute a quorum thereof for



1 the transaction of such business as may be considered by said  
2 committee, subject to the provisions of section 124 (e) of  
3 the Legislative Reorganization Act of 1946.

4 “(4) Each Senator shall serve on two standing com-  
5 mittees and no more; except that Senators of the majority  
6 party who are members of the Committee on the District of  
7 Columbia or of the Committee on Expenditures in the Execu-  
8 tive Departments may serve on three standing committees  
9 and no more.”

#### 10 APPROPRIATIONS

11 SEC. 103. Rule XVI of the Standing Rules of the Sen-  
12 ate is amended to read as follows:

#### 13 “RULE XVI

#### 14 “AMENDMENTS TO APPROPRIATION BILLS

15 “1. All general appropriation bills shall be referred  
16 to the Committee on Appropriations, and no amendments  
17 shall be received to any general appropriation bill the effect  
18 of which will be to increase an appropriation already con-  
19 tained in the bill, or to add a new item of appropriation, un-  
20 less it be made to carry out the provisions of some existing  
21 law, or treaty stipulation, or Act, or resolution previously  
22 passed by the Senate during that session; or unless the same  
23 be moved by direction of a standing or select committee of

1 the Senate, or proposed in pursuance of an estimate submitted  
2 in accordance with law.

3 "2. The Committee on Appropriations shall not report  
4 an appropriation bill containing amendments proposing  
5 new or general legislation or any restriction on the  
6 expenditure of the funds appropriated which proposes a  
7 limitation not authorized by law, and if an appropriation  
8 bill is reported to the Senate containing amendments pro-  
9 posing new or general legislation or any such restriction,  
10 a point of order may be made against the bill, and if the  
11 point is sustained, the bill shall be recommitted to the Com-  
12 mittee on Appropriations.

13 "3. All amendments to general appropriation bills moved  
14 by direction of a standing or select committee of the Senate,  
15 proposing to increase an appropriation already contained  
16 in the bill, or to add new items of appropriation, shall, at  
17 least one day before they are considered, be referred to the  
18 Committee on Appropriations, and when actually proposed  
19 to the bill no amendment proposing to increase the amount  
20 stated in such amendment shall be received; in like manner,  
21 amendments proposing new items of appropriation to river  
22 and harbor bills, establishing post roads, or proposing new  
23 post roads, shall, before being considered, be referred to  
24 the Committee on Public Works.

1       “4. No amendment which proposes general legislation  
2 shall be received to any general appropriation bill, nor shall  
3 any amendment not germane or relevant to the subject matter  
4 contained in the bill be received; nor shall any amendment  
5 to any item or clause of such bill be received which does not  
6 directly relate thereto; nor shall any restriction on the ex-  
7 penditure of the funds appropriated which proposes a limita-  
8 tion not authorized by law be received; and all questions  
9 of relevancy of amendments under this rule, when raised,  
10 shall be submitted to the Senate and be decided without  
11 debate; and any amendment or restriction to a general appro-  
12 priation bill may be laid on the table without prejudice to  
13 the bill.

14       “5. No amendment, the object of which is to provide  
15 for a private claim, shall be received to any general appro-  
16 priation bill, unless it be to carry out the provisions of an  
17 existing law or a treaty stipulation, which shall be cited on  
18 the face of the amendment.

19       “6. (a) Three members of the following-named com-  
20 mittees, to be selected by their respective committees, shall  
21 be ex officio members of the Committee on Appropriations,  
22 to serve on said committee when the annual appropriation  
23 bill making appropriations for the purposes specified in



- 1 the following table opposite the name of the committee is  
 2 being considered by the Committee on Appropriations:

<i>Name of Committee</i>	<i>Purpose of Appropriation</i>
Committee on Agriculture and For- estry.	For the Department of Agriculture.
Committee on Civil Service-----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Co- lumbia.	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations---	For the Diplomatic and Consular Service.

- 3 “(b) At least one member of each committee enumer-  
 4 ated in subparagraph (a), to be selected by his or their  
 5 respective committees, shall be a member of any conference  
 6 committee appointed to confer with the House upon the  
 7 annual appropriation bill making appropriations for the  
 8 purposes specified in the foregoing table opposite the name  
 9 of his or their respective committee.

- 10 “7. When a point of order is made against any limi-  
 11 tation on the expenditure of funds appropriated in a general  
 12 appropriation bill on the ground that the limitation violates  
 13 this rule, the rule shall be construed strictly and, in case of  
 14 doubt, in favor of the point of order.”

15 **PRINTING**

- 16 **SEC. 104.** Paragraphs 1 and 2 of rule XXIX of the  
 17 Standing Rules of the Senate are amended by striking out  
 18 the words “Committee on Printing” and inserting in lieu

1 thereof the words "Committee on Rules and Administra-  
2 tion".

### 3 RULES

4 SEC. 105. (a) Paragraph 2 of rule XXXIV of the  
5 Standing Rules of the Senate is amended by striking out  
6 "Committee on Rules" and inserting in lieu thereof "Commit-  
7 tee on Rules and Administration".

8 (b) The second paragraph of rule XV of the Standing  
9 Rules of the Senate is hereby repealed.

### 10 PART 2—PROVISIONS APPLICABLE TO BOTH HOUSES

#### 11 PRIVATE BILLS BANNED

12 SEC. 121. (a) No private bill or resolution (including  
13 so-called omnibus claims or pension bills), and no amend-  
14 ment to any bill or resolution, authorizing or directing (1)  
15 the payment of money for property damages, for personal  
16 injuries or death, or for a pension (other than to carry out a  
17 provision of law or treaty stipulation); (2) the construction  
18 of a bridge across a navigable stream; or (3) the correction  
19 of a military or naval record, shall be received or considered  
20 in either the Senate or the House of Representatives.

21 (b) The provisions of this section shall not apply to  
22 any private bill or resolution conferring jurisdiction on the  
23 Federal courts to hear, determine, and render judgment in  
24 connection with a private claim otherwise cognizable under

1 the Federal Tort Claims Act, if such claim accrued during  
2 the period commencing January 1, 1939, and ending on  
3 December 31, 1944.

4 JOINT HEARINGS

5 SEC. 122. The standing committees of the two Houses  
6 are authorized to hold joint hearings with respect to subject  
7 matter within their respective jurisdictions.

8 CONGRESSIONAL RECESSES

9 SEC. 123. (a) Except in time of war or during a na-  
10 tional emergency proclaimed by the President, the two  
11 Houses shall adjourn on the last day (Sundays excepted)  
12 in the month of June in each year and shall stand adjourned  
13 until 12 o'clock meridian on the second Tuesday in October  
14 or until 12 o'clock meridian on the third day (Sundays  
15 excepted) after Members are notified to reassemble in ac-  
16 cordance with subsection (c) of this section, whichever  
17 occurs first.

18 (b) The consent of the respective Houses is hereby  
19 given to an adjournment of the other for the period specified  
20 in subsection (a).

21 (c) The President of the Senate and the Speaker of  
22 the House of Representatives shall immediately notify the  
23 Members of the Senate and the House, respectively, to  
24 reassemble whenever in their opinion legislative expediency  
25 shall warrant it or whenever the majority leader or the



1 minority leader of the Senate and the majority leader or the  
2 minority leader of the House, acting jointly, file a written  
3 request with the Secretary of the Senate and the Clerk of  
4 the House that the Congress reassemble for the consideration  
5 of legislation.

#### 6 COMMITTEE PROCEDURE

7 SEC. 124. (a) Each standing committee of the Senate  
8 and the House of Representatives shall set aside a regular  
9 period during each month to afford opportunity to Members  
10 who have introduced any bill or resolution to appear before  
11 the committee to explain the measure and outline the nature  
12 and character of the considerations which in their judgment  
13 support its passage.

14 (b) Each such committee shall fix regular weekly, bi-  
15 weekly, or monthly meeting days for the transaction of busi-  
16 ness before the committee, and additional meetings may be  
17 called by the chairman as he may deem necessary.

18 (c) Each such committee shall keep a complete record  
19 of all committee ~~proceedings~~ *action*. Such record shall in-  
20 clude the attendance of Members at committee sessions and a  
21 record of the votes on any question on which a record vote  
22 is demanded. Such record votes shall be printed in the  
23 Congressional Record.

24 (d) It shall be the duty of the chairman of each such  
25 committee to report promptly to the Senate or House of

1 Representatives, as the case may be, any measure approved  
2 by his committee and to take necessary steps to bring the  
3 matter to a vote.

4 (e) No measure or recommendation shall be reported  
5 from any such committee unless a majority of the committee  
6 were actually present and voted in favor of such report.

7 (f) Each committee report shall contain an outline of  
8 the proposed legislation in nontechnical digest form, together  
9 with a supporting statement of reasons for the enactment  
10 of the measure and a statement of the national interest  
11 involved. The report shall also include estimates of the cost  
12 of carrying out the legislation. Such outlines, statements,  
13 and estimates shall be prepared by the staff of the com-  
14 mittee.

15 (g) Each standing committee shall, so far as practicable,  
16 require all witnesses appearing before it to file in advance  
17 written statements of their proposed testimony, and to  
18 limit their oral presentations to brief summaries of  
19 their argument. The staff of each committee shall prepare  
20 digests of such statements for the use of committee members.

21 (h) All hearings conducted by standing committees  
22 or their subcommittees shall be open to the public, except  
23 executive sessions for marking up bills or for voting or  
24 where the committee by a majority vote orders a secret  
25 executive session in the interest of national security.

## COMMITTEE POWERS

1  
2 SEC. 125. (a) Each standing committee of the Senate  
3 and of the House of Representatives, including any subcom-  
4 mittee of any such committee, is authorized to hold such  
5 hearings, to sit and act at such times and places during the  
6 sessions, recesses, and adjourned periods of their respective  
7 Houses (except that the provisions of this subsection shall  
8 not be applicable to committees of the House of Repre-  
9 sentatives during any period in which the House of Repre-  
10 sentatives is in adjournment sine die), to require by subpoena  
11 or otherwise the attendance of such witnesses and the  
12 production of such correspondence, books, papers, and docu-  
13 ments, to take such testimony and to make such expenditures  
14 (not in excess of \$10,000 for each committee *during any*  
15 *Congress*) as it deems advisable. Each such committee may  
16 make investigations into any matter within its jurisdiction,  
17 may report such hearings as may be had by it, and may  
18 employ stenographic assistance at a cost not exceeding 25  
19 cents per hundred words. The expenses of the committee  
20 shall be paid from the contingent fund of the Senate or the  
21 House, as the case may be, upon vouchers approved by  
22 the chairman.

23 (b) No standing committee of the Senate or the House,  
24 except the Committee on Rules of the House, shall sit,



1 without special leave, while the Senate or the House, as  
2 the case may be, is in session.

3 SPECIAL COMMITTEES BANNED

4 SEC. 126. No bill or resolution, and no amendment to  
5 any bill or resolution, to establish or to continue a special  
6 or select committee, including a joint committee, shall be  
7 received or considered in either the Senate or the House  
8 of Representatives.

9 CONFERENCE RULES ON AMENDMENTS IN NATURE OF  
10 SUBSTITUTE

11 SEC. 127. (a) In any case in which a disagreement to  
12 an amendment in the nature of a substitute has been referred  
13 to conferees, it shall be in order for the conferees to report  
14 a substitute on the same subject matter; but they may not  
15 include in the report matters not committed to them by either  
16 House nor strike out anything agreed to and passed by both  
17 Houses. They may, however, include in their report in any  
18 such case matters which are germane modifications of sub-  
19 jects in disagreement.

20 (b) In any case in which the conferees include or strike  
21 out matter in violation of subsection (a), the conference  
22 report shall be subject to a point of order.

23 LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

24 SEC. 128. To assist the Congress in appraising the ad-  
25 ministration of the laws and in developing such amendments

1 or related legislation as it may deem necessary, each stand-  
2 ing committee of the Senate and the House of Representatives  
3 shall exercise continuous surveillance of the execution by the  
4 administrative agencies concerned of any laws, the subject  
5 matter of which is within the jurisdiction of such committee;  
6 and, for that purpose, shall study all pertinent reports and  
7 data submitted to the Congress by the agencies in the  
8 executive branch of the Government.

9 DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

10 SEC. 129. In any case in which a controversy arises  
11 as to the jurisdiction of any standing committee with respect  
12 to any proposed legislation, the question of jurisdiction shall  
13 be decided by the presiding officer of the Senate or the House  
14 of Representatives, as the case may be, without debate, in  
15 favor of that committee which has jurisdiction over the  
16 subject matter which predominates in such proposed legisla-  
17 tion; but such decision shall be subject to an appeal.

18 ESTIMATES OF RECEIPTS AND EXPENDITURES

19 SEC. 130. (a) The Committee on Ways and Means and  
20 the Committee on Appropriations of the House of Repre-  
21 sentatives, and the Committee on Finance and the Commit-  
22 tee on Appropriations of the Senate, are authorized and  
23 directed to meet jointly at the beginning of each *regular*  
24 session of Congress and after study and consultation report to  
25 their respective Houses the estimated over-all Federal receipts

1 and expenditures for the ensuing fiscal year. Such report  
2 shall be made within sixty days after the opening of the  
3 session or by April 15, whichever first occurs.

4 (b) If the estimated expenditures exceed the estimated  
5 receipts in such report, the report shall be accompanied by  
6 a concurrent resolution, the matter after the resolving clause  
7 of which shall be substantially as follows: "That it is the  
8 sense of the Congress that the public debt shall be increased  
9 in an amount equal to the amount by which the estimated  
10 expenditures for the ensuing fiscal year exceed the estimated  
11 receipts, such amount being \$ ."

12 (c) Until the concurrent resolution specified in subsec-  
13 tion (b) has been agreed to by both Houses, no general  
14 appropriation bill appropriating money for the ensuing fiscal  
15 year shall be received or considered in either House.

16 (d) This section shall not be applicable in time of war  
17 or during a national emergency proclaimed by the President.

18 HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

19 SEC. 131. (a) No general appropriation bill shall be  
20 considered in either House unless, prior to the consideration  
21 of such bill, printed committee hearings and reports on such  
22 bill have been available for at least three calendar days for  
23 the Members of the House in which such bill is to be  
24 considered.



1 (b) The Committees on Appropriations of the two  
2 Houses are authorized and directed, acting jointly, to develop  
3 a standard appropriation classification schedule which will  
4 clearly define in concise and uniform accounts the subtotals  
5 of appropriations asked for by agencies in the executive  
6 branch of the Government. That part of the printed hear-  
7 ings containing each such agency's request for appropriations  
8 shall be preceded by such a schedule.

9 (c) No general appropriation bill or amendment thereto  
10 shall be received or considered in either House if it contains  
11 a provision reappropriating unexpended balances of appro-  
12 priations; except that this provision shall not apply to  
13 appropriations in continuation of appropriations for public  
14 works on which work has commenced.

15 (d) The Appropriations Committees of both Houses are  
16 authorized and directed to make a study of (1) existing per-  
17 manent appropriations with a view to limiting the number of  
18 permanent appropriations and to recommend to their respec-  
19 tive Houses what permanent appropriations, if any, should  
20 be discontinued; and (2) the disposition of funds resulting  
21 from the sale of Government property or services by all  
22 departments and agencies in the executive branch of the  
23 Government with a view to recommending to their respective

1 Houses a uniform system of control with respect to such  
2 funds.

3 RECORDS OF CONGRESS

4 SEC. 132. (a) The Secretary of the Senate and the  
5 Clerk of the House of Representatives are authorized and  
6 directed, acting jointly, to obtain at the close of each Congress  
7 all of the noncurrent records of the Congress and of each  
8 committee thereof and transfer them to the National Archives  
9 for preservation.

10 (b) The Clerk of the House of Representatives is au-  
11 thorized and directed to collect all of the noncurrent records  
12 of the House of Representatives from the First to the Seventy-  
13 sixth Congress, inclusive, and transfer such records to the  
14 National Archives for preservation.

15 PRESERVATION OF COMMITTEE HEARINGS

16 SEC. 133. The Librarian of the Library of Congress is  
17 authorized and directed to have bound at the end of each  
18 session of Congress the printed hearings of testimony taken  
19 by each committee of the Congress at the preceding session.

20 EFFECTIVE DATE

21 SEC. 134. This title shall take effect on the day on  
22 which the Eightieth Congress convenes; except that this  
23 section and sections 132 and 133 shall take effect on the  
24 date of enactment of this Act.

## 1 TITLE II—MISCELLANEOUS

## 2 PART 1—STATUTORY PROVISIONS RELATING TO

## 3 CONGRESSIONAL PERSONNEL

## 4 OFFICE OF CONGRESSIONAL PERSONNEL

5 SEC. 201. (a) There shall be an office to be known  
6 as the Office of Congressional Personnel, and to be under  
7 the direction of a Director of Congressional Personnel  
8 (hereinafter referred to as the "Director"), who shall be  
9 appointed by the majority and minority leaders of the  
10 Senate and the House of Representatives, acting jointly,  
11 and shall receive compensation at the rate of \$10,000 a year.

12 (b) The Director shall be appointed without regard  
13 to political affiliations and solely on the ground of fitness  
14 to perform the duties of the office.

15 (c) The Director shall employ and fix the compensa-  
16 tion of such assistants, clerks, and other employees; and  
17 purchase such furniture, office equipment, books, stationery,  
18 and other supplies; as may be necessary for the proper  
19 performance of the duties of the office and as may be appro-  
20 priated for by Congress.

21 (d) Subject to the provisions of subsection (e) the  
22 Director shall—

23 (1) prepare a plan for a modern personnel system  
24 for all employees of the Senate and House of Repre-



1 (h) The Director is authorized to prescribe rules and  
2 regulations for carrying out his functions under this Act.

3 (i) Until a central disbursing office is established, the  
4 Secretary of the Senate shall disburse the funds appropriated  
5 for the Office of Congressional Personnel.

#### 6 STENOGRAPHIC POOL

7 SEC. 202. The Director shall establish a stenographic  
8 pool in each of the Senate and House Office Buildings for  
9 the use of Members during peak periods when their existing  
10 clerical facilities are inadequate to their needs, and shall  
11 make its facilities available, within proper limits, to the  
12 Members of Congress, under such rules and regulations as  
13 he may prescribe.

#### 14 INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL

#### 15 OFFICERS

16 SEC. 203. ~~(a) Effective January 1, 1947, the annual~~  
17 ~~salaries of the elected officers of the Senate and the House~~  
18 ~~of Representatives (not including the Presiding Officers of~~  
19 ~~the two Houses) shall be increased by 50 per centum.~~

20 SEC. 203. (a) *Effective January 1, 1947, the annual*  
21 *basic compensation of the elected officers of the Senate and the*  
22 *House of Representatives (not including the Presiding Officers*  
23 *of the two Houses) shall be increased by 50 per centum; and*  
24 *the provisions of section 501 of the Federal Employees Pay*  
25 *Act of 1945, as amended by section 5 of the Federal Em-*

1 *ployees Pay Act of 1946, shall not be applicable to the com-*  
2 *pensation of said elected officers.*

3 (b) There is hereby authorized to be appropriated  
4 annually for the "Office of the Vice President" the sum of  
5 \$23,130; and there is hereby authorized to be appropriated  
6 annually for the "Office of the Speaker" the sum of \$20,025.

7 ADMINISTRATIVE ASSISTANT TO MEMBERS

8 SEC. 204. Each Senator, Representative in Congress,  
9 Delegate from the Territories, and the Resident Commis-  
10 sioner from Puerto Rico is authorized to employ an ad-  
11 ministrative assistant whose duty it shall be to assist the  
12 member in carrying out his departmental business and other  
13 duties. Each such administrative assistant shall receive  
14 compensation at the rate of \$8,000 a year.

15 COMMITTEE STAFFS

16 SEC. 205. (a) Each standing committee of the Senate  
17 and the House of Representatives (other than the Appro-  
18 priations Committees) is authorized to appoint four profes-  
19 sional staff members in addition to the clerical staffs. Such  
20 staff members shall be appointed on a permanent basis  
21 upon the recommendation and certification of the Director  
22 of Congressional Personnel, without regard to political affilia-  
23 tions and solely on the basis of fitness to perform the duties  
24 of the office. Professional staff members shall not engage in

1 any work other than committee business and no other duties  
2 may be assigned to them.

3 (b) The Committee on Appropriations of each House  
4 and each subcommittee thereof is authorized to appoint four  
5 professional staff members in addition to the clerical staff.  
6 Such staff members shall be appointed on a permanent basis  
7 upon the recommendation and certification of the Director  
8 of Congressional Personnel, without regard to political affilia-  
9 tions and solely on the basis of fitness to perform the duties of  
10 the office. Professional staff members shall not engage in any  
11 work other than committee business and no other duties may  
12 be assigned to them. Two members of the professional staff  
13 shall be assigned to the chairman of each Committee on Ap-  
14 propriations and each subcommittee thereof; and two mem-  
15 bers of the professional staff shall be assigned to the ranking  
16 minority member of each such committee and subcommittee  
17 thereof. In addition to other duties, such professional staff  
18 members shall aid the chairmen and ranking minority mem-  
19 bers in making careful studies of budget requests with a view  
20 to eliminating unnecessary expenditures.

21 (c) The clerical staff of each such standing com-  
22 mittee shall consist of six clerks, two to be attached to the  
23 office of the chairman, two to the ranking minority member,  
24 and two to the professional staff; and the position of commit-



tee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) Until the Director of Congressional Personnel submits a plan for revision of legislative pay schedules and such plan is accepted by the Congress, the professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$6,000.

(f) When the Director of Congressional Personnel submits a plan for revision of legislative pay schedules and such plan is accepted by the Congress, all provisions of law authorizing chairmen of standing committees to rearrange or change the salaries and number of committee employees

1 are hereby repealed; and the personnel of Members' offices  
2 shall not be assigned any committee work.

3 (g) No committee shall appoint to its staff any experts  
4 or other personnel detailed or assigned from any department  
5 or agency of the Government, except with the written per-  
6 mission of the Committee on Rules and Administration of  
7 the Senate or the Committee on House Administration of  
8 the House of Representatives, as the case may be.

9 LEGISLATIVE REFERENCE SERVICE

10 SEC. 206. (a) The Librarian of Congress is authorized  
11 and directed to establish in the Library of Congress a  
12 separate department to be known as the Legislative Refer-  
13 ence Service. It shall be the duty of the Legislative  
14 Reference Service—

15 (1) upon request, to advise and assist any com-  
16 mittee of either House or any joint committee in the  
17 analysis, appraisal, and evaluation of legislative pro-  
18 posals pending before it, or of recommendations sub-  
19 mitted to Congress, by the President or any executive  
20 agency, and otherwise to assist in furnishing a basis  
21 for the proper determination of measures before the  
22 committee;

23 (2) upon request, or upon its own initiative in  
24 anticipation of requests, to gather, classify, analyze, and  
25 make available, in translations, indexes, digests, com-

1 pilations and bulletins, and otherwise, data for or bearing  
2 upon legislation, and to render such data serviceable to  
3 Congress, and committees and Members thereof, without  
4 partisan bias in selection or presentation;

5 (3) to prepare summaries and digests of public  
6 hearings before committees of the Congress, and of  
7 bills and resolutions of a public general nature intro-  
8 duced in either House;

9 (4) to assist representatives of the press and radio  
10 in reporting on the proceedings of Congress, and for  
11 this purpose the Director of the Legislative Reference  
12 Service is authorized to assign competent persons to  
13 the press and radio galleries of the Senate and the  
14 House of Representatives, who shall make available  
15 relevant records, debates, and background data.

16 (b) (1) A director and assistant director of the Legis-  
17 lative Reference Service, upon recommendation and certifica-  
18 tion of the Director of Congressional Personnel, and all other  
19 necessary personnel, shall be appointed by the Librarian  
20 of Congress, without regard to the civil-service laws and  
21 without reference to political affiliations, solely on the ground  
22 of fitness to perform the duties of their office. The compen-  
23 sation of all employees shall be fixed in accordance with  
24 the provisions of the Classification Act of 1923, as amended:  
25 *Provided*, That the grade of senior specialists in each field



1 enumerated in paragraph (2) of this subsection shall not be  
2 less than the highest grade in the executive branch of the  
3 Government to which research analysts and consultants  
4 without supervisory responsibility are currently assigned.  
5 All employees of the Legislative Reference Service shall  
6 be subject to the provisions of the civil-service retirement  
7 laws.

8       (2) The Librarian of Congress is further authorized to  
9 appoint in the Legislative Reference Service senior special-  
10 ists in the following broad fields: Agriculture; American  
11 government and public administration; American public law;  
12 conservation; education; engineering and public works; full  
13 employment; housing; industrial organization and corpora-  
14 tion finance; international affairs; international trade and  
15 economic geography; labor; mineral economics; money and  
16 banking; price economics; social welfare; taxation and fiscal  
17 policy; transportation and communications; and veterans'  
18 affairs. Such specialists, together with such other members  
19 of the staff as may be necessary, shall be available for special  
20 work with the appropriate committees of Congress for any  
21 of the purposes set out in section 206 (a) (1).

22       (c) There is hereby authorized to be appropriated for  
23 the work of the Legislative Reference Service the following  
24 sums: (1) For the fiscal year ending June 30, 1947,  
25 \$550,000; (2) for the fiscal year ending June 30, 1948,

1 \$650,000; (3) for the fiscal year ending June 30, 1949,  
2 \$750,000; and (4) for each fiscal year thereafter such sums  
3 as may be necessary to carry on the work of the Service.

4 OFFICE OF THE LEGISLATIVE COUNSEL

5 SEC. 207. There is hereby authorized to be appropriated  
6 for the work of the Office of the Legislative Counsel the  
7 following sums:

8 (1) For the fiscal year ending June 30, 1947,  
9 \$150,000;

10 (2) For the fiscal year ending June 30, 1948,  
11 \$200,000;

12 (3) For the fiscal year ending June 30, 1949,  
13 \$250,000;

14 (4) For the fiscal year ending June 30, 1950,  
15 \$250,000; and

16 (5) For each fiscal year thereafter such sums as may  
17 be necessary to carry on the work of the Office.

18 REDUCTIONS IN APPROPRIATIONS

19 SEC. 208. (a) If on December 31 in any fiscal year  
20 and after the resolution specified in section 130 (b) of title  
21 I of this Act has been agreed to by both Houses, the Presi-  
22 dent is of the opinion that the aggregate amount of ex-  
23 penditures for such fiscal year will exceed the receipts in an  
24 amount greater than the excess specified in such resolution,

1 the President shall so proclaim; and on the date of such  
2 proclamation all appropriations (except permanent appro-  
3 priations and appropriations for servicing the public debt,  
4 for veterans' pensions and benefits, and to trust funds) shall  
5 be reduced by a uniform percentage (to be fixed by the  
6 President and included in such proclamation) which will  
7 reduce the aggregate amount of the funds appropriated for  
8 such fiscal year in an amount equal to the difference between  
9 the excess proclaimed by the President and the excess  
10 specified in such resolution.

11 (b) This section shall not be applicable in time of  
12 war or during a national emergency proclaimed by the  
13 President.

14 TRANSFER OF APPROPRIATIONS BY THE EXECUTIVE

15 AGENCIES

16 SEC. 209. Commencing on July 1, 1947, the trans-  
17 fer of funds from one appropriation account to another or  
18 from one organization unit to another in the executive depart-  
19 ments and other executive agencies of the Government is  
20 hereby prohibited.

21 STUDIES BY COMPTROLLER GENERAL

22 SEC. 210. The Comptroller General is authorized and  
23 directed to make a full and complete study of restrictions  
24 placed in general appropriation Acts limiting the expendi-



1 ture of specified appropriations therein, with a view to de-  
 2 termining the cost to the Government incident to complying  
 3 with such restrictions, and to report to the Congress his  
 4 estimate of the cost of complying with such restrictions and  
 5 such other recommendations with respect thereto as he deems  
 6 necessary or desirable.

7 ~~EXPENDITURE ANALYSIS~~ ADMINISTRATIVE MANAGEMENT  
 8 ANALYSES BY COMPTROLLER GENERAL

9 SEC. 211. The Comptroller General is authorized and  
 10 directed to make an ~~expenditure~~ *administrative management*  
 11 analysis of each agency in the executive branch of the  
 12 Government (including Government corporations), which,  
 13 in the opinion of the Comptroller General, will enable Con-  
 14 gress to determine whether public funds have been ~~care-~~  
 15 ~~lessly or extravagantly~~ *economically and efficiently* adminis-  
 16 tered and expended. Reports on such analyses shall be  
 17 submitted by the Comptroller General, from time to time,  
 18 to the Committees on Expenditures in the Executive Depart-  
 19 ments, to the Appropriations Committees, to the legislative  
 20 committees having jurisdiction over legislation relating to  
 21 the operations of the respective agencies, and to each of  
 22 the majority and minority policy committees, of the two  
 23 Houses.

## 1       PART 2—STATUTORY PROVISIONS RELATING TO

## 2                       COMMITTEES OF CONGRESS

## 3                       IMPROVEMENT OF CONGRESSIONAL RECORD

4       SEC. 221. The Joint Committee on Printing is au-  
5   thorized and directed to provide for printing in the Daily  
6   Record the legislative program for the day, together with  
7   a list of congressional committee meetings and hearings, and  
8   the place of meeting and subject matter; and to cause a brief  
9   résumé of congressional activities for the previous day to be  
10  incorporated in the Record, together with an index of its con-  
11  tents. Such data shall be prepared under the supervision of  
12  the Secretary of the Senate and the Clerk of the House of  
13  Representatives, respectively.

## 14                       JOINT COMMITTEE ON PRINTING

15       SEC. 222. Section 1 of the Act entitled "An Act Pro-  
16  viding for the public printing and binding and the distri-  
17  bution of public documents", approved January 12, 1895  
18  (28 Stat. 601), is amended to read as follows: "That there  
19  shall be a Joint Committee on Printing, consisting of the  
20  chairman and two members of the Committee on Rules and  
21  Administration of the Senate and the chairman and two  
22  members of the Committee on House Administration of the  
23  House of Representatives, who shall have the powers here-  
24  inafter stated."

1                   JOINT COMMITTEE ON THE LIBRARY

2       SEC. 223. The Joint Committee of Congress on the  
3 Library shall hereafter consist of the chairman and four mem-  
4 bers of the Committee on Rules and Administration of the  
5 Senate and the chairman and four members of the Com-  
6 mittee on House Administration of the House of Repre-  
7 sentatives.

8                   TRANSFER OF FUNCTIONS

9       SEC. 224. The functions, powers, and duties imposed  
10 by statute, resolution, or rule of either House of Congress  
11 on the date of enactment of this Act on a standing com-  
12 mittee of the Senate or the House of Representatives (or  
13 the chairman thereof) are hereby transferred to that stand-  
14 ing committee created by this Act (or the chairman thereof)  
15 to which is transferred the legislative jurisdiction over the  
16 subject matter to which such functions, powers, and duties  
17 relate; except that the respective chairmen of the Com-  
18 mittees on Civil Service of the two Houses created by this  
19 Act shall be members of the National Archives Council.

20   PART 3—PROVISIONS RELATING TO CAPITOL AND POLICY

21                   COMMITTEES

22   REMODELING OF HOUSE AND SENATE CHAMBERS CAUCUS

23                   ROOMS AND RESTAURANTS

24       SEC. 241. The Architect of the Capitol is authorized  
25 and directed to prepare plans and submit them to Congress



1 at the earliest practicable date for the remodeling ~~(a)~~ of the  
2 chambers of the two Houses of Congress so as to provide im-  
3 proved acoustics, better lighting, and adequate gallery facili-  
4 ties; ~~(b)~~ (a) of the caucus rooms in the Senate and House  
5 Office Buildings to provide improved acoustics and seating  
6 facilities and for the presentation of motion picture or other  
7 visual displays on matters of national interest; and ~~(c)~~ (b) of  
8 the Senate and House Restaurants to provide for more  
9 convenient dining facilities.

10                   ASSIGNMENT OF CAPITOL SPACE

11       SEC. 242. The President pro tempore of the Senate and  
12 the Speaker of the House of Representatives shall cause a sur-  
13 vey to be made of available space within the Capitol which  
14 could be utilized for joint committee meetings, meetings of  
15 conference committees, and other meetings requiring the  
16 attendance of both Senators and Members of the House of  
17 Representatives; and shall recommend the reassignment of  
18 such space to accommodate such meetings.

19                   SENATE AND HOUSE PAGES

20       SEC. 243. (a) Pages for the Senate and the House of  
21 Representatives shall be appointed by the Director of Con-  
22 gressional Personnel from among boys who live at home with  
23 their parent or parents or guardian, or in orphanages, in the  
24 metropolitan area of the District of Columbia.

25       (b) The Secretary of the Senate and the Clerk of the

1 House of Representatives, acting jointly, are authorized and  
2 directed to enter into an arrangement with the Board of  
3 Education of the District of Columbia for the education of said  
4 pages and pages of the Supreme Court in the public school  
5 system of the District. Such arrangement shall include pro-  
6 vision for reimbursement to the District of Columbia for any  
7 additional expenses incurred by the public school system of  
8 the District in carrying out such arrangement.

9 (c) There are hereby authorized to be appropriated  
10 such sums as may be necessary to reimburse the District of  
11 Columbia in accordance with the arrangement referred to in  
12 subsection (b).

13 MAJORITY AND MINORITY POLICY COMMITTEES

14 SEC. 244. (a) It is the sense of the Senate and the  
15 House of Representatives that the majority party and the  
16 principal minority party in the respective Houses should  
17 each at the beginning of each Congress appoint a policy  
18 committee, consisting of seven members, for the formulation  
19 of over-all legislative policy of the respective parties.

20 (b) There is hereby authorized to be appropriated  
21 annually for each policy committee the sum of \$30,000,  
22 for the maintenance of a staff to assist in study, analysis,  
23 and research on problems involved in policy determinations.  
24 The members of each such staff shall be appointed, and  
25 their compensation fixed, by the policy committee concerned;

1 but no such compensation shall be fixed at a rate in excess  
2 of \$8,000 per annum.

3 JOINT LEGISLATIVE-EXECUTIVE COUNCIL

4 SEC. 245. In order to promote mutual understanding and  
5 harmony between the legislative and executive branches of the  
6 Government, the majority policy committees when estab-  
7 lished shall serve also on a formal council to meet at regular  
8 intervals with the Executive and with such members of his  
9 Cabinet as may be desirable, to consult and collaborate in  
10 the formulation and carrying out of national policy; and,  
11 from time to time, the minority policy committees shall be  
12 included in such joint conferences on broad questions of  
13 foreign and domestic policy.

14 EXPERIMENTATION WITH MEETING SCHEDULES

15 SEC. 246. It is the sense of the Senate and the House  
16 of Representatives that the leadership of the respective  
17 Houses experiment with schedules for meetings of the two  
18 Houses so as to determine whether the business of the Con-  
19 gress will be more efficiently transacted by providing for  
20 alternate days for chamber sessions and committee meetings,  
21 or by providing for three full days for committee meetings  
22 and three full days for sessions in the chambers, or by pro-  
23 viding some other schedule, including night sessions.

24 EFFECTIVE DATE

25 SEC. 247. This title shall take effect on the date of its



1 enactment; except that sections 205 (*a*), (*b*), and (*c*), 222,  
2 223, 224, and 243 shall take effect on the day on which the  
3 Eightieth Congress convenes.

## 4 TITLE III—REGULATION OF LOBBYING ACT

### 5 SHORT TITLE

6 SEC. 301. This title may be cited as the “Federal Regu-  
7 lation of Lobbying Act”.

### 8 DEFINITIONS

9 SEC. 302. When used in this title—

10 (a) The term “contribution” includes a gift, subscription,  
11 loan, advance, or deposit of money or anything of value and  
12 includes a contract, promise, or agreement, whether or not  
13 legally enforceable, to make a contribution.

14 (b) The term “expenditure” includes a payment, dis-  
15 tribution, loan, advance, deposit, or gift of money or any-  
16 thing of value, and includes a contract, promise, or agree-  
17 ment, whether or not legally enforceable, to make an  
18 expenditure.

19 (c) The term “person” includes an individual, partner-  
20 ship, committee, association, corporation, and any other  
21 organization or group of persons.

22 (d) The term “Clerk” means the Clerk of the House  
23 of Representatives of the United States.

24 (e) The term “legislation” means bills, resolutions,  
25 amendments, nominations, and other matters pending or

1 proposed in either House of Congress, and includes any  
2 other matter which may be the subject of action by either  
3 House.

4 DETAILED ACCOUNTS OF CONTRIBUTIONS

5 SEC. 303. (a) It shall be the duty of every person  
6 who shall in any manner solicit or receive a contribution  
7 to any organization or fund for the purposes hereinafter  
8 designated to keep a detailed and exact account of—

9 (1) all contributions of any amount or of any value  
10 whatsoever;

11 (2) the name and address of every person making  
12 any such contribution of \$500 or more and the date  
13 thereof;

14 (3) all expenditures made by or on behalf of such  
15 organization or fund; and

16 (4) the name and address of every person to whom  
17 any such expenditure is made and the date thereof.

18 (b) It shall be the duty of such person to obtain and  
19 keep a receipted bill, stating the particulars, for every ex-  
20 penditure of such funds exceeding \$10 in amount, and to  
21 preserve all receipted bills and accounts required to be kept  
22 by this section for a period of at least two years from the  
23 date of the filing of the statement containing such items.

24 RECEIPTS FOR CONTRIBUTIONS

25 SEC. 304. Every individual who receives a contribution

1 of \$500 or more for any of the purposes hereinafter desig-  
2 nated shall within five days after receipt thereof render to  
3 the person or organization for which such contribution was  
4 received a detailed account thereof, including the name and  
5 address of the person making such contribution and the date  
6 on which received.

7 STATEMENTS TO BE FILED WITH CLERK OF HOUSE

8 SEC. 305. (a) Every person receiving any contributions  
9 or expending any money for the purposes hereinafter desig-  
10 nated shall file with the Clerk between the first and tenth  
11 day of each calendar quarter, a statement containing complete  
12 as of the day next preceding the date of filing—

13 (1) the name and address of each person who has  
14 made a contribution of \$500 or more not mentioned  
15 in the preceding report; except that the first report filed  
16 pursuant to this title shall contain the name and address  
17 of each person who has made any contribution of \$500  
18 or more to such person since the effective date of this  
19 title;

20 (2) the total sum of the contributions made to or  
21 for such person during the calendar year and not stated  
22 under paragraph (1);

23 (3) the total sum of all contributions made to or for  
24 such person during the calendar year;

25 (4) the name and address of each person to whom



1 an expenditure in one or more items of the aggregate  
2 amount or value, within the calendar year, of \$10 or  
3 more has been made by or on behalf of such person,  
4 and the amount, date, and purpose of such expenditure;

5 (5) the total sum of all expenditures made by or  
6 on behalf of such person during the calendar year and  
7 not stated under paragraph (4) ;

8 (6) the total sum of expenditures made by or on  
9 behalf of such person during the calendar year;

10 (b) The statements required to be filed by subsection  
11 (a) shall be cumulative during the calendar year to which  
12 they relate, but where there has been no change in an item  
13 reported in a previous statement only the amount need be  
14 carried forward.

15 STATEMENT PRESERVED FOR TWO YEARS

16 SEC. 306. A statement required by this title to be filed  
17 with the Clerk—

18 (a) shall be deemed properly filed when deposited  
19 in an established post office within the prescribed time,  
20 duly stamped, registered, and directed to the Clerk of  
21 the House of Representatives of the United States,  
22 Washington, District of Columbia, but in the event it is  
23 not received, a duplicate of such statement shall be  
24 promptly filed upon notice by the Clerk of its nonreceipt;

25 (b) shall be preserved by the Clerk for a period

1 of two years from the date of filing, shall constitute  
2 part of the public records of his office, and shall be open  
3 to public inspection.

4 PERSONS TO WHOM APPLICABLE

5 SEC. 307. The provisions of this title shall apply to any  
6 person (except a political committee as defined in the  
7 Federal Corrupt Practices Act, and duly organized State or  
8 local committees of a political party), who by himself, or  
9 through any agent or employee or other persons in any  
10 manner whatsoever, directly or indirectly, solicits, collects,  
11 or receives money or any other thing of value to be used prin-  
12 cipally to aid, or the principal purpose of which person is  
13 to aid, in the accomplishment of any of the following  
14 purposes:

15 (a) The passage or defeat of any legislation by the  
16 Congress of the United States.

17 (b) To influence, directly or indirectly, the passage or  
18 defeat of any legislation by the Congress of the United  
19 States.

20 (c) To influence, directly or indirectly, the election or  
21 defeat of any candidate for any elective Federal office.

22 REGISTRATION WITH SECRETARY OF THE SENATE AND

23 CLERK OF THE HOUSE

24 SEC. 308. (a) Any person who shall engage himself for  
25 pay or for any consideration for the purpose of attempting to

1 influence the passage or defeat of any legislation by the  
2 Congress of the United States shall, before doing anything  
3 in furtherance of such object, register with the Clerk of the  
4 House of Representatives and the Secretary of the Senate  
5 and shall give to those officers in writing and under oath,  
6 his name and business address, the name and address of the  
7 person by whom he is employed, and in whose interest he  
8 appears or works, the duration of such employment, how  
9 much he is paid and is to receive, by whom he is paid or  
10 is to be paid, how much he is to be paid for expenses, and  
11 what expenses are to be included. Each such person so  
12 registering shall, between the first and tenth day of each  
13 calendar quarter, so long as his activity continues, file with  
14 the Clerk and Secretary a detailed report under oath of all  
15 money received and expended by him during the preceding  
16 calendar quarter in carrying on his work; to whom  
17 paid; for what purposes; and the names of any papers,  
18 periodicals, magazines, or other publications in which he  
19 has caused to be published any articles or editorials; and  
20 the proposed legislation he is employed to support or oppose.  
21 The provisions of this section shall not apply to any person  
22 who merely appears before a committee of the Congress  
23 of the United States in support of or opposition to  
24 legislation but who engages in no further or other activities



1 in connection with the passage or defeat of such legislation;  
2 nor to any public official acting in his official capacity; nor  
3 in the case of any newspaper or other regularly published  
4 periodical (including any individual who owns, publishes,  
5 or is employed by any such newspaper or periodical) which  
6 in the ordinary course of business publishes news items, edi-  
7 torials, or other comments, or paid advertisements, which  
8 directly or indirectly urge the passage or defeat of legisla-  
9 tion, if such newspaper, periodical, or individual, engages in  
10 no further or other activities in connection with the passage  
11 or defeat of such legislation, other than to appear before a  
12 committee of the Congress of the United States in support  
13 of or in opposition to such legislation.

14 (b) All information required to be filed under the pro-  
15 visions of this section with the Clerk of the House of Repre-  
16 sentatives and the Secretary of the Senate shall be compiled  
17 by said Clerk and Secretary, acting jointly, as soon as prac-  
18 ticable after the close of the calendar quarter with respect  
19 to which such information is filed and shall be printed in the  
20 Congressional Record.

21 REPORTS AND STATEMENTS TO BE MADE UNDER OATH

22 SEC. 309. All reports and statements required under this  
23 title shall be made under oath, before an officer authorized  
24 by law to administer oaths.

## PENALTIES

1

2       SEC. 310. (a) Any person who violates any of the  
3 provisions of this title, shall, upon conviction, be guilty of a  
4 misdemeanor, and shall be punished by a fine of not more  
5 than \$5,000 or imprisonment for not more than twelve  
6 months, or by both such fine and imprisonment.

7

8       (b) In addition to the penalties provided for in sub-  
9 section (a), any person convicted of the misdemeanor  
10 specified therein is prohibited, for a period of three years  
11 from the date of such conviction, from attempting to  
12 influence, directly or indirectly, the passage or defeat of  
13 any proposed legislation or from appearing before a com-  
14 mittee of the Congress in support of or opposition to pro-  
15 posed legislation; and any person who violates any  
16 provision of this subsection shall, upon conviction thereof,  
17 be guilty of a felony, and shall be punished by a fine of  
18 not more than \$10,000, or imprisonment for not more than  
19 five years, or by both such fine and imprisonment.

19

## EXEMPTION

20

21       SEC. 311. The provisions of this title shall not apply  
22 to practices or activities regulated by the Federal Corrupt  
23 Practices Act nor be construed as repealing any portion of  
said Federal Corrupt Practices Act.

## 1 TITLE IV—FEDERAL TORT CLAIMS ACT

## 2 PART 1—SHORT TITLE AND DEFINITIONS

## 3 SHORT TITLE

4 SEC. 401. This title may be cited as the “Federal Tort  
5 Claims Act”.

## 6 DEFINITIONS

7 SEC. 402. As used in this title, the term—

8 (a) “Federal agency” includes the executive depart-  
9 ments and independent establishments of the United States,  
10 and corporations whose primary function is to act as, and  
11 while acting as, instrumentalities or agencies of the United  
12 States, whether or not authorized to sue and be sued in their  
13 own names: *Provided*, That this shall not be construed to  
14 include any contractor with the United States.

15 (b) “Employee of the Government” includes officers  
16 or employees of any Federal agency, members of the military  
17 or naval forces of the United States, and persons acting on  
18 behalf of a Federal agency in an official capacity, temporarily  
19 or permanently in the service of the United States, whether  
20 with or without compensation.

21 (c) “Acting within the scope of his office or employ-  
22 ment”, in the case of a member of the military or naval forces  
23 of the United States, means acting in line of duty.



1 PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS  
2 AGAINST THE UNITED STATES

3 CLAIMS OF \$1,000 OR LESS

4 SEC. 403. (a) Subject to the limitations of this title,  
5 authority is hereby conferred upon the head of each Federal  
6 agency, or his designee for the purpose, acting on behalf  
7 of the United States, to consider, ascertain, adjust, determine,  
8 and settle any claim against the United States for money  
9 only, accruing on and after January 1, 1945, on account  
10 of damage to or loss of property or on account of  
11 personal injury or death, where the total amount of the  
12 claim does not exceed \$1,000, caused by the negligent or  
13 wrongful act or omission of any employee of the Govern-  
14 ment while acting within the scope of his office or employ-  
15 ment, under circumstances where the United States, if a  
16 private person, would be liable to the claimant for such  
17 damage, loss, injury, or death, in accordance with the law  
18 of the place where the act or omission occurred.

19 (b) Subject to the provisions of part 3 of this title, any  
20 such award or determination shall be final and conclusive  
21 on all officers of the Government, except when procured by  
22 means of fraud, notwithstanding any other provision of law  
23 to the contrary.

24 (c) Any award made to any claimant pursuant to this  
25 section, and any award, compromise, or settlement of any

1 claim cognizable under this title made by the Attorney  
2 General pursuant to section 413, shall be paid by the head  
3 of the Federal agency concerned out of appropriations that  
4 may be made therefor, which appropriations are hereby  
5 authorized.

6 (d) The acceptance by the claimant of any such award,  
7 compromise, or settlement shall be final and conclusive on  
8 the claimant, and shall constitute a complete release by the  
9 claimant of any claim against the United States and against  
10 the employee of the Government whose act or omission  
11 gave rise to the claim, by reason of the same subject matter.

#### 12 REPORTS

13 SEC. 404. The head of each Federal agency shall annu-  
14 ally make a report to the Congress of all claims paid by  
15 such Federal agency under this part. Such report shall  
16 include the name of each claimant, a statement of the amount  
17 claimed and the amount awarded, and a brief description  
18 of the claim.

#### 19 PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED 20 STATES

#### 21 JURISDICTION

22 SEC. 410. (a) Subject to the provisions of this title,  
23 the United States district court for the district wherein the  
24 plaintiff is resident or wherein the act or omission complained  
25 of occurred, including the United States district courts for the

1 Territories and possessions of the United States, sitting with-  
2 out a jury, shall have exclusive jurisdiction to hear, deter-  
3 mine, and render judgment on any claim against the United  
4 States, for money only, accruing on and after January 1,  
5 1945, on account of damage to or loss of property or on  
6 account of personal injury or death caused by the negligent or  
7 wrongful act or omission of any employee of the Government  
8 while acting within the scope of his office or employment,  
9 under circumstances where the United States, if a private  
10 person, would be liable to the claimant for such damage, loss,  
11 injury, or death in accordance with the law of the place where  
12 the act or omission occurred. Subject to the provisions of  
13 this title, the United States shall be liable in respect of such  
14 claims to the same claimants, in the same manner, and to the  
15 same extent as a private individual under like circumstances,  
16 except that the United States shall not be liable for interest  
17 prior to judgment, or for punitive damages. Costs shall be  
18 allowed in all courts to the successful claimant to the same  
19 extent as if the United States were a private litigant, except  
20 that such costs shall not include attorneys' fees.

21 (b) The judgment in such an action shall constitute a  
22 complete bar to any action by the claimant, by reason of the  
23 same subject matter, against the employee of the Government  
24 whose act or omission gave rise to the claim. No suit shall be  
25 instituted pursuant to this section upon a claim presented to



1 any Federal agency pursuant to part 2 of this title unless such  
2 Federal agency has made final disposition of the claim: *Pro-*  
3 *vided*, That the claimant may, upon fifteen days' notice given  
4 in writing, withdraw the claim from consideration of the  
5 Federal agency and commence suit thereon pursuant to this  
6 section: *Provided further*, That as to any claim so disposed  
7 of or so withdrawn, no suit shall be instituted pursuant to this  
8 section for any sum in excess of the amount of the claim  
9 presented to the Federal agency, except where the increased  
10 amount of the claim is shown to be based upon newly discov-  
11 ered evidence not reasonably discoverable at the time of pres-  
12 entation of the claim to the Federal agency or upon evidence  
13 of intervening facts, relating to the amount of the claim.  
14 Disposition of any claim made pursuant to part 2 of this  
15 title shall not be competent evidence of liability or amount of  
16 damages in proceedings on such claim pursuant to this section.

#### 17 PROCEDURE

18 SEC. 411. In actions under this part, the forms of process,  
19 writs, pleadings, and motions, and the practice and procedure,  
20 shall be in accordance with the rules promulgated by the  
21 Supreme Court pursuant to the Act of June 19, 1934  
22 (48 Stat. 1064); and the same provisions for counter-  
23 claim and set-off, for interest upon judgments, and for pay-  
24 ment of judgments, shall be applicable as in cases brought in

1 the United States district courts under the Act of March 3,  
2 1887 (24 Stat. 505).

3 REVIEW

4 SEC. 412. (a) Final judgments in the district courts in  
5 cases under this part shall be subject to review by appeal—

6 (1) in the circuit courts of appeals in the same  
7 manner and to the same extent as other judgments of the  
8 district courts; or

9 (2) in the Court of Claims of the United States:  
10 *Provided*, That the notice of appeal filed in the district  
11 court under rule 73 of the Rules of Civil Procedure  
12 shall have affixed thereto the written consent on behalf  
13 of all the appellees that the appeal be taken to the Court  
14 of Claims of the United States. Such appeals to the  
15 Court of Claims of the United States shall be taken  
16 within three months after the entry of the judgment  
17 of the district court, and shall be governed by the rules  
18 relating to appeals from a district court to a circuit  
19 court of appeals adopted by the Supreme Court pur-  
20 suant to the Act of June 19, 1934 (48 Stat. 1064).  
21 In such appeals the Court of Claims of the United  
22 States shall have the same powers and duties as those  
23 conferred on a circuit court of appeals in respect to  
24 appeals under section 4 of the Act of February 13,  
25 1925 (43 Stat. 939).

1 (b) Sections 239 and 240 of the Judicial Code, as  
2 amended, shall apply to cases under this part in the circuit  
3 courts of appeals and in the Court of Claims of the United  
4 States to the same extent as to cases in a circuit court of  
5 appeals therein referred to.

6 COMPROMISE

7 SEC. 413. With a view to doing substantial justice, the  
8 Attorney General is authorized to arbitrate, compromise, or  
9 settle any claim cognizable under this part, after the insti-  
10 tution of any suit thereon.

11 PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

12 ONE-YEAR STATUTE OF LIMITATIONS

13 SEC. 420. Every claim against the United States cogni-  
14 zable under this title shall be forever barred, unless within  
15 one year after such claim accrued or within one year after the  
16 date of enactment of this Act, whichever is later, it is pre-  
17 sented in writing to the Federal agency out of whose  
18 activities it arises, if such claim is for a sum not exceeding  
19 \$1,000; or unless within one year after such claim accrued  
20 or within one year after the date of enactment of this Act,  
21 whichever is later, an action is begun pursuant to part  
22 3 of this title. In the event that a claim for a sum  
23 not exceeding \$1,000 is presented to a Federal agency as  
24 aforesaid, the time to institute a suit pursuant to part 3 of  
25 this title shall be extended for a period of six months from the



1 date of mailing of notice to the claimant by such Federal  
2 agency as to the final disposition of the claim or from the  
3 date of withdrawal of the claim from such Federal agency  
4 pursuant to section 410 of this title, if it would otherwise  
5 expire before the end of such period.

6 EXCEPTIONS

7 SEC. 421. The provisions of this title shall not apply to—

8 (a) Any claim based upon an act or omission of an  
9 employee of the Government, exercising due care, in the  
10 execution of a statute or regulation, whether or not such  
11 statute or regulation be valid, or based upon the exercise or  
12 performance or the failure to exercise or perform a discre-  
13 tionary function or duty on the part of a Federal agency or  
14 an employee of the Government, whether or not the discre-  
15 tion involved be abused.

16 (b) Any claim arising out of the loss, miscarriage, or  
17 negligent transmission of letters or postal matter.

18 (c) Any claim arising in respect of the assessment or  
19 collection of any tax or customs duty, or the detention of any  
20 goods or merchandise by any officer of customs or excise or  
21 any other law-enforcement officer.

22 (d) Any claim for which a remedy is provided by the  
23 Act of March 9, 1920 (U. S. C., title 46, secs. 741-752,  
24 inclusive), or the Act of March 3, 1925 (U. S. C., title 46,

1 secs. 781-790, inclusive), relating to claims or suits in ad-  
2 miralty against the United States.

3 (e) Any claim arising out of an act or omission of any  
4 employee of the Government in administering the provisions  
5 of the Trading with the Enemy Act, as amended.

6 (f) Any claim for damages caused by the imposition or  
7 establishment of a quarantine by the United States.

8 (g) Any claim arising from injury to vessels, or to the  
9 cargo, crew, or passengers of vessels, while passing through  
10 the locks of the Panama Canal or while in Canal Zone  
11 waters.

12 (h) Any claim arising out of assault, battery, false  
13 imprisonment, false arrest, malicious prosecution, abuse of  
14 process, libel, slander, misrepresentation, deceit, or interfer-  
15 ence with contract rights.

16 (i) Any claim for damages caused by the fiscal opera-  
17 tions of the Treasury or by the regulation of the monetary  
18 system.

19 (j) Any claim arising out of the activities of the mili-  
20 tary or naval forces, or the Coast Guard, during time of war.

21 (k) Any claim arising in a foreign country.

22 ATTORNEYS' FEES

23 SEC. 422. The court rendering a judgment for the plain-  
24 tiff pursuant to part 3 of this title, or the head of the

1 Federal agency or his designee making an award pursuant  
2 to part 2 of this title, or the Attorney General making a  
3 disposition pursuant to section 413 of this title, as the case  
4 may be, may, as a part of the judgment, award, or settlement,  
5 determine and allow reasonable attorney's fees, which, if the  
6 recovery is \$500 or more, shall not exceed 10 per centum  
7 of the amount recovered under part 2, or 20 per centum of  
8 the amount recovered under part 3, to be paid out of but  
9 not in addition to the amount of judgment, award, or settle-  
10 ment recovered, to the attorneys representing the claimant.  
11 Any attorney who charges, demands, receives, or collects for  
12 services rendered in connection with such claim any amount  
13 in excess of that allowed under this section, if recovery be  
14 had, shall be guilty of a misdemeanor, and shall, upon con-  
15 viction thereof, be subject to a fine of not more than \$2,000  
16 or imprisonment for not more than one year, or both.

17 EXCLUSIVENESS OF REMEDY

18 SEC. 423. From and after the date of ~~approval of this~~  
19 ~~title enactment of this Act~~, the authority of any Federal  
20 agency to sue and be sued in its own name shall not be  
21 construed to authorize suits against such Federal agency on  
22 claims which are cognizable under part 3 of this title, and  
23 the remedies provided by this title in such cases shall be  
24 exclusive.



## CERTAIN STATUTES INAPPLICABLE

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing after the date of approval of this title on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law Numbered 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).

Section 16 of Public Law Numbered 163, Seventy-fifth Congress, approved June 28, 1937 (50 Stat. 321; U. S. C., title 16, sec. 584 (o)).

Public Law Numbered 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law Numbered 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 5, sec. 300 (b)).

1       Section 4 of the River and Harbor Act, approved  
2 June 25, 1910, as amended by the Act of June 5, 1920  
3 (41 Stat. 1015; U. S. C., title 33, sec. 564).

4       Section 1 of Public Law Numbered 338, Sixty-second  
5 Congress, approved August 24, 1912 (37 Stat. 586;  
6 U. S. C., title 5, sec. 208).

7       Public Law Numbered 182, as amended, Sixty-fifth  
8 Congress, approved July 1, 1918 (40 Stat. 705; U. S. C.,  
9 title 34, sec. 600).

10       Section 4 of Public Law Numbered 18, Sixty-seventh  
11 Congress, approved June 16, 1921 (42 Stat. 63), as  
12 amended by Public Law Numbered 456, Seventy-third  
13 Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C.,  
14 title 5, sec. 392).

15       (b) Nothing contained herein shall be deemed to repeal  
16 any provision of law authorizing any Federal agency to  
17 consider, ascertain, adjust, settle, determine, or pay any claim  
18 on account of damage to or loss of property or on account  
19 of personal injury or death, in cases in which such damage,  
20 loss, injury, or death was not caused by any negligent or  
21 wrongful act or omission of an employee of the Government  
22 while acting within the scope of his office or employment, or  
23 any other claim not cognizable under part 2 of this title.

## TITLE V—GENERAL BRIDGE ACT

## SHORT TITLE

SEC. 501. This title may be cited as the "General Bridge Act of 1946".

## CONSENT OF CONGRESS

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be



1 between two or more States and the highway departments  
2 thereof shall be unable to agree upon the location and plans  
3 therefor, or if they, or either of them, shall fail or refuse to  
4 act upon the location and plans submitted, such location and  
5 plans then shall be submitted to the Public Roads Adminis-  
6 tration and, if approved by the Public Roads Administration,  
7 approval by the highway departments shall not be required.

#### 8 TOLLS

9 SEC. 503. If tolls shall be charged for the transit over  
10 any interstate bridge of engines, cars, streetcars, wagons,  
11 carriages, vehicles, animals, foot passengers, or other pas-  
12 sengers, such tolls shall be reasonable and just, and the  
13 Secretary of War may, at any time, and from time to time,  
14 prescribe the reasonable rates of toll for such transit over  
15 such bridge, and the rates so prescribed shall be the legal  
16 rates and shall be the rates demanded and received for such  
17 transit.

#### 18 ACQUISITION BY PUBLIC AGENCIES

19 SEC. 504. After the completion of any interstate toll  
20 bridge constructed by an individual, firm, or corporation, as  
21 determined by the Secretary of War, either of the States  
22 in which the bridge is located, or any public agency or po-  
23 litical subdivision of either of such States, within or adjoin-  
24 ing which any part of such bridge is located, or any two  
25 or more of them jointly, may at any time acquire and take

1 over all right, title, and interest in such bridge and its ap-  
2 proaches, and any interest in real property for public pur-  
3 poses by condemnation or expropriation. If at any time  
4 after the expiration of five years after the completion of such  
5 bridge the same is acquired by condemnation or expropria-  
6 tion, the amount of damages or compensation to be allowed  
7 shall not include good will, going value, or prospective rev-  
8 enues or profits, but shall be limited to the sum of (1) the  
9 actual cost of constructing such bridge and its approaches,  
10 less a reasonable deduction for actual depreciation in value;  
11 (2) the actual costs of acquiring such interests in real  
12 property; (3) actual financing and promotion costs, not to  
13 exceed 10 per centum of the sum of the cost of constructing  
14 the bridge and its approaches and acquiring such interests  
15 in real property; and (4) actual expenditures for necessary  
16 improvements.

#### 17 STATEMENTS OF COST

18 SEC. 505. Within ninety days after the completion of a  
19 privately owned interstate toll bridge, the owner shall file  
20 with the Secretary of War and with the highway depart-  
21 ments of the States in which the bridge is located, a sworn  
22 itemized statement showing the actual original cost of con-  
23 structing the bridge and its approaches, the actual cost of  
24 acquiring any interest in real property necessary therefor,  
25 and the actual financing and promotion costs. The Secre-

1 tary of War may, and upon request of a highway depart-  
2 ment shall, at any time within three years after the com-  
3 pletion of such bridge, investigate such costs and determine  
4 the accuracy and the reasonableness of the costs alleged in  
5 the statement of costs so filed, and shall make a finding of  
6 the actual and reasonable costs of constructing, financing,  
7 and promoting such bridge. For the purpose of such investi-  
8 gation the said individual, firm, or corporation, its successors  
9 and assigns, shall make available all of its records in con-  
10 nection with the construction, financing, and promotion  
11 thereof. The findings of the Secretary of War as to the rea-  
12 sonable costs of the construction, financing, and promotion  
13 of the bridge shall be conclusive for the purposes mentioned  
14 in section 504 of this title, subject only to review in a court  
15 of equity for fraud or gross mistake.

16 **SINKING FUND**

17 **SEC. 506.** If tolls are charged for the use of an interstate  
18 bridge constructed or taken over or acquired by a State or  
19 States or by any municipality or other political subdivision  
20 or public agency thereof, under the provisions of this title,  
21 the rates of toll shall be so adjusted as to provide a fund  
22 sufficient to pay for the reasonable cost of maintaining re-  
23 pairing, and operating the bridge and its approaches under  
24 economical management, and to provide a sinking fund suffi-  
25 cient to amortize the amount paid therefor, including reason-



1 able interest and financing cost, as soon as possible under  
2 reasonable charges, but within a period of not to exceed  
3 twenty years from the date of constructing or acquiring the  
4 same. After a sinking fund sufficient for such amortization  
5 shall have been so provided, such bridge shall thereafter be  
6 maintained and operated free of tolls. An accurate record of  
7 the amount paid for acquiring the bridge and its approaches,  
8 the actual expenditures for maintaining, repairing, and oper-  
9 ating the same, and of the daily tolls collected, shall be kept  
10 and shall be available for the information of all persons  
11 interested.

#### 12                   APPLICABILITY OF TITLE

13       SEC. 507. The provisions of this title shall apply only to  
14 bridges over navigable waters of the United States, the  
15 construction of which is hereafter approved under the pro-  
16 visions of this title.

#### 17                   INTERNATIONAL BRIDGES

18       SEC. 508. This title shall not be construed to authorize  
19 the construction of any bridge which will connect the United  
20 States, or any Territory or possession of the United States,  
21 with any foreign country.

#### 22                   EMINENT DOMAIN

23       SEC. 509. There are hereby conferred upon any indi-  
24 vidual, his heirs, legal representatives, or assigns, any firm  
25 or corporation, its successors or assigns, or any State, political

1 subdivision, or municipality authorized in accordance with  
2 the provisions of this title to build a bridge between two or  
3 more States, all such rights and powers to enter upon lands  
4 and acquire, condemn, occupy, possess, and use real estate  
5 and other property in the respective States needed for the  
6 location, construction, operation, and maintenance of such  
7 bridge and its approaches, as are possessed by railroad cor-  
8 porations for railroad purposes or by bridge corporations  
9 for bridge purposes in the State in which such real estate or  
10 other property is situated, upon making just compensation  
11 therefor to be ascertained and paid according to the laws  
12 of such State, and the proceedings therefor shall be the same  
13 as in the condemnation or expropriation of property for pub-  
14 lic purposes in such State.

15

## PENALTIES

16 SEC. 510. Any person who fails or refuses to comply  
17 with any lawful order of the Secretary of War or the Chief  
18 of Engineers issued under the provisions of this title, or who  
19 fails to comply with any specific condition imposed by the  
20 Chief of Engineers and the Secretary of War relating to  
21 the maintenance and operation of bridges, or who refuses  
22 to produce books, papers, or documents in obedience to a  
23 subpoena or other lawful requirement under this title, or who  
24 otherwise violates any provisions of this title, shall, upon  
25 conviction thereof, be punished by a fine of not to exceed

1 \$5,000 or by imprisonment for not more than one year, or  
2 by both such fine and imprisonment.

3 RIGHTS RESERVED

4 SEC. 511. The right to alter, amend, or repeal this title  
5 is hereby expressly reserved as to any and all bridges which  
6 may be built under authority hereof.

7 TITLE VI—COMPENSATION AND RETIREMENT  
8 PAY OF MEMBERS OF CONGRESS

9 COMPENSATION OF MEMBERS OF CONGRESS

10 SEC. 601. (a) Effective on the day on which the  
11 Eightieth Congress convenes, the compensation of Senators,  
12 Representatives in Congress, Delegates from the Territories,  
13 and the Resident Commissioner from Puerto Rico shall be  
14 at the rate of \$15,000 per annum each; and the com-  
15 pensation of the Speaker of the House of Representatives  
16 and the Vice President of the United States shall be at the  
17 rate of \$20,000 per annum each.

18 (b) For the purpose of section 23 (a) (1) (A) of  
19 the Internal Revenue Code (relating to the deductibility of  
20 trade and business expenses), in the case of an individual  
21 holding an office as a Senator, Representative in Congress,  
22 or Delegate or Resident Commissioner from a Territory or  
23 possession, his home shall be considered to be his place of  
24 residence within the State, Territory, or possession from



1 which he is such a Member, Delegate, or Resident Com-  
2 missioner.

3 (c) The sentence contained in the Legislative Branch  
4 Appropriation Act, 1946, which reads as follows: "There  
5 shall be paid to each Representative and Delegate, and to  
6 the Resident Commissioner from Puerto Rico, after January  
7 2, 1945, an expense allowance of \$2,500 per annum to assist  
8 in defraying expenses related to or resulting from the dis-  
9 charge of his official duties, to be paid in equal monthly in-  
10 stallments.", is hereby repealed.

11 RETIREMENT PAY OF MEMBERS OF CONGRESS

12 SEC. 602. (a) Section 3 (a) of the Civil Service  
13 Retirement Act of May 29, 1930, as amended, is amended  
14 by inserting after the words "elective officers" the words "in  
15 the executive branch of the Government".

16 (b) Such Act, as amended, is further amended by  
17 adding after section 3 the following new section:

18 "SEC. 3A. Notwithstanding any other provision of this  
19 Act—

20 "(1) This Act shall not apply to any Member of Con-  
21 gress until he gives notice in writing, while serving as a  
22 Member of Congress, to the disbursing officer by whom his  
23 salary is paid of his desire to come within the purview of this  
24 Act. Such notice may be given by a Member of Congress  
25 within six months after the date of enactment of the Legisla-

1 tive Reorganization Act of 1946 or within six months after  
2 any date on which he takes an oath of office as a Member  
3 of Congress.

4 “(2) In the case of any Member of Congress who  
5 gives notice of his desire to come within the purview of  
6 this Act, the amount required to be deposited for the  
7 purposes of section 9 with respect to services rendered after  
8 the date of enactment of the Legislative Reorganization  
9 Act of 1946, shall be a sum equal to 6 per centum of his  
10 basic salary, pay, or compensation for such services, together  
11 with interest computed at the rate of 4 per centum per  
12 annum compounded on December 31 of each year; and  
13 the amount to be deducted and withheld from the basic  
14 salary, pay, or compensation of each such Member of  
15 Congress for the purposes of section 10 shall be a sum  
16 equal to 6 per centum of such basic salary, pay, or com-  
17 pensation.

18 “(3) No person shall be entitled to receive an annuity  
19 as provided in this section until he shall have become  
20 separated from the service after having had at least six  
21 years of service as a Member of Congress and have attained  
22 the age of sixty-two years, except that any such Member  
23 who shall have had at least five years of service as a  
24 Member of Congress, may, subject to the provisions of  
25 section 6 and of paragraph (4) of this section, be retired

1 for disability, irrespective of age, and be paid an annuity  
2 computed in accordance with paragraph (5) of this section.

3 “(4) No Member of Congress shall be entitled to re-  
4 ceive an annuity under this Act unless there shall have  
5 been deducted and withheld from his basic salary, pay, or  
6 compensation for the last five years of his service as a Mem-  
7 ber of Congress, or there shall have been deposited under  
8 section 9 with respect to such last five years of service, the  
9 amounts specified in paragraph (2) of this section with  
10 respect to so much of such five years of service as was  
11 performed after the date of enactment of the Legislative  
12 Reorganization Act of 1946 and the amounts specified in  
13 section 9 with respect to so much of such five years of  
14 service as was performed prior to such date.

15 “(5) Subject to the provisions of section 9 and of sub-  
16 sections (c) and (d) of section 4, the annuity of a Member  
17 of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of  
18 his average annual basic salary, pay, or compensation as a  
19 Member of Congress multiplied by his years of service as a  
20 Member of Congress, but no such annuity shall exceed an  
21 amount equal to three-fourths of the salary, pay, or compen-  
22 sation that he is receiving at the time he becomes sep-  
23 arated from the service.

24 “(6) In the case of a Member of Congress who becomes  
25 separated from the service before he completes an aggregate



1 of six years of service as a Member of Congress, and who  
2 is not retired for disability, the total amount deducted from  
3 his basic salary, pay, or compensation as a Member of Con-  
4 gress, together with interest at 4 per centum compounded  
5 as of December 31 of each year shall be returned to such  
6 Member of Congress. No such Member of Congress shall  
7 thereafter become eligible to receive an annuity as pro-  
8 vided in this section unless the amounts so returned are  
9 redeposited with interest at 4 per centum compounded on  
10 December 31 of each year, but interest shall not be required  
11 covering any period of separation from the service.

12 “(7) If any person takes office as a Member of Congress  
13 while receiving an annuity as provided in this section, the  
14 payment of such annuity shall be suspended during the period  
15 for which he holds such office; but, if he gives notice as  
16 provided in paragraph (2) of this section, his service as a  
17 Member of Congress during such period shall be credited  
18 in determining the amount of his subsequent annuity.

19 “(8) Nothing contained in this Act shall be construed  
20 to prevent any person eligible therefor from simultaneously  
21 receiving an annuity computed in accordance with this  
22 section and an annuity computed in accordance with section  
23 4, but in computing the annuity under section 4 in the case  
24 of any person who (A) has had at least six years’ service  
25 as a Member of Congress, and (B) has served as a Mem-

1 ber of Congress at any time after the date of enactment of  
2 the Legislative Reorganization Act of 1946, service as a  
3 Member of Congress shall not be credited.

4 “(9) No provision of this or any other Act relating to  
5 automatic separation from the service shall be applicable to  
6 any Member of Congress.

7 “(10) As used in this section, the term ‘Member of  
8 Congress’ means a Senator, Representative in Congress,  
9 Delegate from a Territory, or the Resident Commissioner  
10 from Puerto Rico.”

11 TITLE VII—SELF GOVERNMENT FOR THE  
12 DISTRICT OF COLUMBIA

13 CHARTER COMMISSION

14 SEC. 701. There is hereby established a District of  
15 Columbia Charter Commission (hereinafter referred to as  
16 the “Commission”) to be composed of five members ap-  
17 pointed by the President, by and with the advice and consent  
18 of the Senate. No person shall be eligible for appoint-  
19 ment as a member of the Commission unless he shall have  
20 been a resident of the District of Columbia for a period of  
21 at least five years next preceding the date of his appoint-  
22 ment. The President shall designate one of the members  
23 as Chairman of the Commission. A vacancy in the Com-  
24 mission shall not affect the power of the remaining members  
25 to execute the functions of the Commission. Members of

1 the Commission shall be paid compensation at the rate of  
2 \$25 for each day engaged in the business of the Commis-  
3 sion. The Commission shall have the power to employ  
4 and fix the compensation of such clerks and other employees,  
5 to accept such voluntary and uncompensated services, and  
6 to make expenditures as may be necessary for carrying  
7 out the provisions of this title.

#### 8 PREPARATION OF CHARTER

9 SEC. 702. The Commission is authorized and directed  
10 to prepare a proposed charter for the District of Columbia  
11 designed to provide a form of municipal government not  
12 inconsistent with the provisions of article 1, section 8, clause  
13 17, of the Constitution of the United States which will, in  
14 its opinion, best serve the needs and requirements of the  
15 District of Columbia. The Commission is authorized and  
16 directed to receive and consider suggestions as to the sub-  
17 stance and form of such proposed charter submitted to it  
18 by or on behalf of any resident or group of residents of the  
19 District of Columbia or by or on behalf of any citizens'  
20 association or civic organization composed of residents of the  
21 District of Columbia.

#### 22 CHARTER REFERENDUM

23 SEC. 703. When the Commission shall have completed  
24 the proposed charter, which shall in no event be later than  
25 six months after the date of enactment of this Act, the



1 Commission is authorized and directed to provide for holding  
2 an election as hereinafter provided for the purpose of afford-  
3 ing to residents of the District of Columbia an opportunity  
4 to vote at a popular referendum upon acceptance of the  
5 charter. Such election shall be held on a date, to be desig-  
6 nated by the Commission, which shall not be less than  
7 nine months or more than twelve months after the date  
8 of enactment of this Act.

9 . VOTING PLACES

10 SEC. 704. At least thirty days prior to the date fixed  
11 for the election, the Commission shall by order designate  
12 the voting place for each election precinct, which place shall  
13 be selected with a view to the convenience of the voters in  
14 such precinct, and shall select the necessary election officials  
15 for each election precinct. Such order shall also state the  
16 day and date of the election, the hours during which places  
17 of voting will be open, and such other information as the  
18 Commission deems desirable.

19 BALLOT AND CONDUCT OF ELECTION

20 SEC. 705. The Commission shall prepare a suitable  
21 ballot for such election, and instructions for voting to be  
22 distributed with such ballots. Such instructions shall con-  
23 tain a digest of the proposed charter and such other data  
24 as the Commission deems appropriate. The Commission  
25 shall direct and instruct all election officials in their duties,

1 and shall make rules and regulations for the printing and  
2 distributing of ballots and instructions, the conduct of elec-  
3 tions, the canvass of votes, the delivery of returns, and such  
4 other rules and regulations as may be necessary to carry  
5 out the purposes of this title.

#### 6 ELECTION BOOTHS

7 SEC. 706. The Commission shall provide suitable elec-  
8 tion booths, ballot boxes, and other equipment or materials  
9 necessary to carry out the provisions of this title.

#### 10 ELIGIBILITY TO VOTE

11 SEC. 707. All citizens of the United States twenty-one  
12 years of age and over who claim no place of legal residence  
13 for voting purposes outside the District of Columbia, and  
14 who either (1) pay income or real or personal property taxes  
15 in the District of Columbia, or (2) have resided within the  
16 District of Columbia continuously for five years next pre-  
17 ceeding the date of their registration as provided in section  
18 708, shall be qualified to vote at the election provided for by  
19 this section: *Provided*, That no person shall be eligible to  
20 vote (1) whose name is not on the official register provided  
21 for in section 708; (2) who has been convicted of an  
22 electoral crime or a felony, unless pardoned; (3) who is  
23 living on public charity or who is an inmate of a public  
24 charitable institution; or (4) who is an inmate of a public

1 or private institution for the insane, or who has been judicially  
2 declared insane.

3 OFFICIAL REGISTER

4 SEC. 708. The Commission shall, not later than eight  
5 months after the date of enactment of this Act, provide for  
6 the establishing of an official register, and for the registra-  
7 tion of persons possessing the qualifications prescribed in  
8 section 707, who desire to vote in the election herein pro-  
9 vided. Facilities for such registration shall be provided by  
10 the Commission at not less than twelve conveniently located  
11 places in the District of Columbia, and detailed instructions  
12 for registration shall be published by the Commission. Such  
13 official register shall be closed thirty days prior to the date  
14 fixed for such election, and no registration shall thereafter be  
15 permitted. For the purposes of this title the Commission  
16 shall divide the District of Columbia into numbered voting  
17 precincts, conveniently located, each of which shall be com-  
18 posed of compact, contiguous territory. Prior to the date  
19 fixed for the election, the Commission shall provide the elec-  
20 tion officials in each precinct with a list of the registered  
21 voters qualified to vote therein.

22 TABULATION OF VOTES

23 SEC. 709. As soon as all returns from such election are  
24 received the Commission shall tabulate such returns, and  
25 shall transmit the results thereof to the Congress. No



1 charter proposed pursuant to this title shall have any  
2 force or effect unless enacted into law by the Congress.

3 PENALTIES

4 SEC. 710. Any person who knowingly misrepresents  
5 himself to be qualified to vote under the provisions of section  
6 707, and who thereupon votes or offers to vote in the election  
7 provided for by this title; or who knowingly conceals any  
8 material fact or facts which would disqualify him as a voter  
9 in such election and who thereupon votes or offers to vote  
10 therein; or who, by any means, hinders, delays, or prevents  
11 any other person from registering for or voting at such  
12 election; or who knowingly personates and votes or attempts  
13 to vote in the name of any other person; or who votes more  
14 than once in such election; or who, being an election official,  
15 violates any duty imposed upon him as such official, or  
16 willfully conceals, withholds, alters, destroys, or delays the  
17 returns of such election, shall be guilty of a misdemeanor,  
18 and upon conviction thereof shall be punished by a fine  
19 of not more than \$500, or by imprisonment for not more  
20 than one year, or both.

21 APPROPRIATION

22 SEC. 711. There are hereby authorized to be appro-  
23 priated such sums, not to exceed \$50,000, as may be neces-  
24 sary to carry out the provisions of this title.







79<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

**S. 2177**

[Report No. 1400]

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**A BILL**

To provide for increased efficiency in the legislative branch of the Government.

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By Mr. LA FOLLETTE

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MAY 13 (legislative day, MARCH 5), 1946

Read twice and referred to the Special Committee on the Organization of Congress

MAY 31 (legislative day, MARCH 5), 1946

Reported with amendments







DIGEST OF  
CONGRESSIONAL PROCEEDINGS  
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 6, 1946  
For actions of June 5, 1946  
79th-2nd, No. 107

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**HIGHLIGHTS:** Senate passed selective-service extension bill. Senate began debate on congressional-reorganization bill. Sen. Wherry urged elimination of price control on meat, mentioning Secretary Anderson's testimony on black market. Rep. Jenkins criticized Bowles and Porter on price control. House agreed to Senate amendments on bill to give FWA additional powers over buildings and grounds; ready for President. Rep. Andresen inserted Secretary Anderson's radio interview on food production and grain shortage.

SENATE

1. **SELECTIVE SERVICE.** Passed, 69-8, with amendments S. 2057, to extend the Selective Training and Service Act until May 15, 1947 (pp. 6436-45, 6447-59, 6461-2).
2. **CONGRESSIONAL REORGANIZATION.** Began debate on S. 2177, to provide for increased efficiency in the legislative branch (pp. 6462-4). Sen. La Follette, Wis., explained the bill. He also submitted amendments which he intends to propose to it (not printed in the Record) (p. 6436).
3. **PRICE CONTROL.** Sen. Wherry, Nebr., spoke in favor of eliminating price control on meat, referring to Secretary Anderson's testimony stating that meat-price control should be eliminated if the black market cannot be broken (pp. 6445-7).

HOUSE

4. **PRICE CONTROL.** Rep. Jenkins, Ohio, criticized administration of price control, referring to Chester Bowles and Paul Porter (p. 6468).
5. **COMMITTEE ASSIGNMENT.** Rep. Pratt, N. C., was elected to the Flood Control Committee (p. 6471).
6. **CLAIMS.** H.R. 181 (see Digest 106) authorizes each department head, or his designee, to adjust claims against the Government of not over \$1,000 on account of property loss or damage or personal injury or death caused by the negligent or wrongful act or omission of a Government employee acting within the scope of his employment; vests exclusive jurisdiction in the U. S. district courts over such claims not exceeding \$10,000; provides that the liability of the Government will be the same as that of a private person under like circumstances, in accordance with local law, except that no punitive damages and no interest prior to judgment may be recovered; prohibits institution of suit upon any claim presented to an agency until it has been disposed of by the agency or withdrawn from the agency by the claimant; provides for appeal from district court judgments to the circuit court of appeals, or to the Court of Claims upon agreement, with judgment



then subject to Supreme Court review by certification or certiorari; authorizes the Attorney General to settle a claim where suit has been filed; prescribes a 1-year limitation period, but provides that if the claim is presented to the agency involved, an additional period of 6 months may be had from the time of disposition by the agency or withdrawal of the claim, within which to file suit; exempts from the bill claims based upon discretionary functions and upon the act or omission of a Government employee exercising due care in the execution of a statute or regulation; authorizes the fixing of reasonable attorney fees; and provides that Federal agencies suable in their own name prior to enactment of the bill will no longer be suable for torts cognizable under the bill.

7. BUILDINGS AND GROUNDS. Concurred in the Senate amendments to H. R. 5407, to grant additional powers to FWA regarding site acquisition, building construction purchase of buildings, etc. (pp. 6469-70). This bill will now be sent to the President.

3. BILLS INTRODUCED

8. PERSONNEL. H. R. 6681, By Rep. Green, Pa., to create a civil service board of appeals. To Civil Service Committee. (p. 6478.)
9. PAYMENTS IN LIEU OF TAXES. H. R. 6680, by Rep. Eberharter, Pa., to provide for payments in lieu of taxes upon certain surplus property and payment of taxes thereon when leased or sold to private interests by conditional sale, and authorizing taxation and assessment thereof for State and local purposes. To Expenditures in the Executive Departments Committee. (p. 6478.)

ITEMS IN APPENDIX

10. FOOD PRODUCTION; FOREIGN RELIEF. Rep. Andresen, Minn., inserted the Secretary's recent radio interview in which he explained the problems of supplying grain for foreign relief, urged greater production of dairy products, and pointed out that we must "assure the farmer the means to produce--equipment, manpower--a fair return and a ready, fully employed market for his full production" (pp. A3387-8).
11. FLOOD CONTROL. Extension of remarks of Rep. Hays, Ark., favoring the Arkansas River project for flood control and navigation (p. A3375).
12. HEALTH. Rep. Dingell, Mich., inserted George F. Addes' (secretary-treasurer, UAW-CIO) statement before the S. Labor and Education Committee favoring the Wagner-Murray-Dingell national health bill (pp. A3372-4).
13. FOREIGN LOANS. Extension of remarks of Rep. Curtis, Nebr., opposing the proposed British loan and the trade agreements providing for further reductions tariffs (pp. A3377-9).
14. PRICE CONTROL. Rep. Gamble, N. Y., inserted a N. Y. Times article, "New Damaging Blows Strike Price Control--Coal Pact Batters Wage Pattern--Inflationary Trends Grow" (pp. A3379-80).
15. SURPLUS PROPERTY. Rep. Price, Ill., inserted Maj. Gen. Glen E. Edgerton's (War Assets Administration) recent address explaining the progress of disposal of surplus property and the relationship of such disposals to business in general (pp. A3384-6).



than once in supporting measures which have become exceedingly constructive legislation in the evolution of our country.

We have served together on the Committee on Foreign Relations for some time, and worked side by side in handling what now has become recognized international law of a positive sort.

If I should try to describe Senator AUSTIN as a statesman, I would say that from every standpoint his actions and his work would be connected with the word "constructive." If there ever was a constructive statesman in the United States, a man of foresight and understanding, and the ability to put his foresight and understanding into workable language, Senator AUSTIN is that man.

At this time what we need in international relations is a man who has faith in the ability of the people of the world to use reason and law in place of force. In order to bring that about, constructive statesmanship of the first order is needed. I am sure that the President of the United States has made no mistake in his appointment.

Mr. BARKLEY. Mr. President, in 1792 there was a friendly rivalry between Vermont and Kentucky as to which should become the fourteenth State of the Union. By a considerable amount of brain work and some foot work Vermont nosed out Kentucky, as Assault nosed out Lord Boswell in a recent horse race. Since then there has never been any rivalry between the two States except a friendly rivalry, but there has always been a very affectionate association between Vermont and the State of Kentucky.

I am sure that no one here regrets more deeply than do I the loss of the service of Senator AUSTIN as a Member of this body. He has been and is one of the most industrious, fair, sound, level-headed men on either side of the senatorial middle aisle, and he possesses a high degree of thorough understanding of the ethics of public service, not only here, but in any other capacity in which he might serve the American people.

The President could not have made a wiser choice or selected a man whose service would add greater dignity to or confidence in the United Nations than in the appointment of Senator AUSTIN.

I have no right to assume who his successor in the Senate may be when the time comes for the selection, but I would hope, and I am sure I am not guilty of any impropriety in expressing the hope, that whoever his successor may be, he may approach the high standard of moral and intellectual service, with all the courage and all the inner consciousness of rectitude, which have characterized the services of Senator AUSTIN.

I join the other Members of the Senate in congratulating him, and I join them in regretting his departure from this body.

Mr. HILL. Mr. President, I wish to join in the tributes which have been paid to our friend, WARREN AUSTIN. For the past 8 years it has been my good fortune to sit with him as a member of the Senate Committee on Military Affairs. Since 1940 continuously through the war, and up to this date, that committee has

had before it many momentous, far-reaching questions. WARREN AUSTIN has always been at his post of duty in the committee, contributing his great ability, his fine understanding, and his unyielding devotion.

He has indeed, Mr. President, been a towering figure of strength in the committee and in its work. He has made many contributions to the work of the committee, to the work of the Senate, to the work of the Congress, in the fighting and in the winning of the war.

I, for one, shall sorely miss him, his wise counsel, and his fine, lofty spirit of service. I rejoice that our country is to be represented on the United Nations Council by such a man. I congratulate him, I congratulate the country, I congratulate the United Nations Organization.

Mr. WILEY. Mr. President, WARREN AUSTIN, our friend and associate, a man of high character, ability, and great experience, has been called by the President to represent this Nation on the Security Council. He will bring to the Council vision and understanding. His background as lawyer, businessman, Senator, student of international affairs and law, especially qualify him for this great position.

Mr. President, the Senate will not seem the same to me after our associate has departed for the Security Council. For a number of years now I have sat to his immediate right in the Senate.

I remember when I came to the Senate about 7½ years ago and first met him. I had heard a great deal about WARREN AUSTIN. I found him friendly, congenial, a man who always had his feet on the ground, and never mentally unpoised. While we did not always vote alike, he has always been considerate and helpful. All through the years as I sat here I found him cooperative, kindly, and, what is more, he always gave me a sense of strength. So, Mr. President, I think he will be a source of strength to the Security Council.

A few nights ago, when it was announced in the newspapers that Mr. Stettinius had resigned, I sat back in my chair and thought over who might take his place, and immediately the name of WARREN AUSTIN came to my mind. Now he has been appointed. He knows history. He knows people. He has "what it takes" for the performance of his duties in this high office.

Mr. President, I am happy for Senator AUSTIN, because this appointment presents great challenges and I know he will prove adequate. I believe he will strengthen the Security Council by being the representative of this Government on it, and at this time, when the world is in the chaotic condition in which it finds itself, men of Vermont character are needed. Vermont is the old Granite State. We need men who have convictions, men who have judgment, and men who stand by their judgment. Such a man is WARREN AUSTIN.

I congratulate the United Nations, Mr. President, for having the services of this man.

Mr. AUSTIN. Mr. President and my generous colleagues, I accept your remarkable friendship, and I reciprocate

the sentiments which you have so lavishly expressed to me. It would be trite for me to attempt to express in words my gratitude to you, and I need not say that it tears my heartstrings to leave the Senate of the United States. There are at least 95 golden threads which will always be pulling me toward the very dear friends with whom I have had the honor to associate in this great deliberative body.

I need not say that my life is enriched by these expressions from you of your confidence in me, and as this opportunity comes to me to serve further a cause to which I have been entirely devoted, you give me strength. I am sure you increase whatever power I may have by way of persuasion, or leadership perhaps, to help in the attainment of such a condition in the world that peace will prevail because of the interest of all the great and small nations of the earth in seeing to it that never again shall war be employed as a means of determining international controversies and disputes.

Mr. President, I realize the responsibility I am assuming; I have some idea of the difficulties that are about to confront me; but I assure you that I go with such determination to work for the cause and such will to throw everything I have and that God may give me in the future into that cause that I fear it not. When my associates, companions, and friends come to me and say, "Awful glad that you have this appointment if you want it," I say "I want it." It is like a divine dispensation that I should have at this time in my life and experience the opportunity to serve my country and serve mankind in this special way.

#### EXTENSION OF SELECTIVE TRAINING AND SERVICE ACT OF 1940

The Senate resumed consideration of the bill (S. 2057) to extend the Selective Training and Service Act of 1940, as amended, until May 15, 1947, and for other purposes.

The PRESIDENT pro tempore. The bill is open to further amendment.

Mr. GURNEY. Mr. President, I believe it was the intention of the Senator from Nebraska [Mr. BUTLER] to offer an amendment. I do not see him on the floor. I am told he has withdrawn the amendment.

Therefore, Mr. President, I ask unanimous consent that the Senate proceed to consideration of House bill 6064 and that the Senate bill, as it is now perfected, be substituted for it, and that the House bill be passed in that form.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the Senate proceeded to consider the bill (H. R. 6064) to extend the Selective Training and Service Act of 1940, as amended, and for other purposes.

Mr. GURNEY. I ask unanimous consent that all after the enacting clause of the House bill be stricken out and that the language of the Senate bill as perfected be substituted therefor.

The PRESIDENT pro tempore. Is there objection? The Chair hears none, and the House language will be stricken, and the Senate language substituted therefor.



The question is on the engrossment of the amendment, and the third reading of the bill.

The amendment was ordered to be engrossed, and the bill to be read a third time.

The bill was read the third time.

The PRESIDENT pro tempore. The question is, Shall the bill pass?

Mr. GURNEY. I ask for the yeas and nays.

The yeas and nays were ordered, and the legislative clerk proceeded to call the roll.

Mr. BUTLER (when his name was called). On this vote I have a pair with the senior Senator from Alabama [Mr. BANKHEAD]. Not knowing how he would vote on this question, I withhold my vote.

Mr. BURCH (when Mr. BYRD's name was called). The senior Senator from Virginia [Mr. BYRD] is detained on official public business. If present he would vote "yea." He has a pair on this question with the Senator from Mississippi [Mr. BILBO], who, if present, would vote "nay."

The roll call was concluded.

Mr. HILL. I announce that the Senator from North Carolina [Mr. BAILEY] and the Senator from Alabama [Mr. BANKHEAD] are absent because of illness.

The Senator from Mississippi [Mr. BILBO], the Senator from Nevada [Mr. CARVILLE], and the Senators from Idaho [Mr. GOSSETT and Mr. TAYLOR] are absent by leave of the Senate.

The Senator from Rhode Island [Mr. GERRY] is necessarily absent.

The Senator from Virginia [Mr. BYRD], the Senators from New Mexico [Mr. CHAVEZ and Mr. HATCH], and the Senator from Maryland [Mr. RADCLIFFE] are detained on public business.

The Senator from West Virginia [Mr. KILGORE] and the Senator from Montana [Mr. MURRAY] are unavoidably detained.

I also announce that if present and voting, the Senator from North Carolina [Mr. BAILEY], the Senator from Nevada [Mr. CARVILLE], the Senator from Rhode Island [Mr. GERRY], the Senator from New Mexico [Mr. HATCH], the Senator from West Virginia [Mr. KILGORE], and the Senator from Maryland [Mr. RADCLIFFE] would vote "yea."

Mr. WHERRY. The Senator from Maine [Mr. BREWSTER] is necessarily absent.

The Senator from North Dakota [Mr. YOUNG] is absent by leave of the Senate.

The Senator from Kentucky [Mr. STANFILL] is unavoidably detained. If present he would vote "yea."

The Senator from Indiana [Mr. WILLIS], who would vote "nay," is paired on this question with the Senator from Oregon [Mr. MORSE], who would vote "yea."

The result was announced—yeas 69, nays 8, as follows:

## YEAS—69

Aiken	Capehart	Green
Andrews	Capper	Guffey
Austin	Connally	Gurney
Ball	Cordon	Hart
Barkley	Donnell	Hawkes
Bridges	Downey	Hayden
Briggs	Eastland	Hickenlooper
Brooks	Ellender	Hill
Buck	Ferguson	Hoye
Burch	Fulbright	Huffman
Bushfield	George	Johnson, Colo.

Johnston, S. C.	Millikin	Smith
Knowland	Mitchell	Taft
La Follette	Murdock	Thomas, Utah
Lucas	Myers	Tobey
McCarran	O'Daniel	Tunnell
McClellan	O'Mahoney	Tydings
McFarland	Overton	Vandenberg
McKellar	Pepper	Wagner
McMahon	Reed	Wheeler
Magnuson	Robertson	White
Maybank	Russell	Wiley
Mead	Saltonstall	Wilson

## NAYS—8

Langet	Shipstead	Walsh
Moore	Stewart	Wherry
Revercomb	Thomas, Okla.	

## NOT VOTING—19

Bailey	Chavez	Radcliffe
Bankhead	Gerry	Stanfill
Bilbo	Gossett	Taylor
Brewster	Hatch	Willis
Butler	Kilgore	Young
Byrd	Morse	
Carville	Murray	

So the bill (H. R. 6064) was passed.

Mr. GURNEY. Mr. President, as one member of the Committee on Military Affairs which reported this bill to the Senate, and speaking for all its members, I wish to say that we appreciate the support given the measure, and we thank the members of the Senate for that support.

I now ask unanimous consent that House bill 6064 be printed, showing the Senate amendment.

The PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. GURNEY. I move that the Senate insist upon its amendment, request a conference with the House thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the President pro tempore appointed Mr. THOMAS of Utah, Mr. JOHNSON of Colorado, Mr. HILL, Mr. DOWNEY, Mr. AUSTIN, Mr. BRIDGES, and Mr. GURNEY conferees on the part of the Senate.

The PRESIDENT pro tempore. Without objection, Senate bill 2057 will be indefinitely postponed.

## MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Swanson, one of its reading clerks, announced that the House had severally agreed to the amendments of the Senate to the following bills of the House:

H. R. 1538. An act for the relief of Robert J. Cramer;

H. R. 3094. An act conferring jurisdiction upon the Court of Claims of the United States to consider and render judgment on the claim of the Zephyr Aircraft Corp. against the United States.

H. R. 3641. An act for the relief of M. Martin Turpanjian;

H. R. 3967. An act for the relief of Ahto Walter, Lucy Walter, and the legal guardian of Teddy Walter, a minor; and

H. B. 4400. An act for the relief of Nolan V. Curry, individually, and as guardian of his minor son, Hershel Dean Curry.

The message also announced that the House had severally agreed to the amendments of the Senate to the following bills of the House:

H. R. 210. An act for the relief of Jackson Williams, Mrs. Lora Sally Williams, the legal guardian of Garry E. Williams, a minor, and the legal guardian of James Williams, a minor;

H. R. 3018. An act for the relief of R. Fred Baker and Crystal R. Stribling;

H. R. 3100. An act for the relief of the legal guardian of Rolland Lee Frank, a minor;

H. R. 3781. An act for the relief of Mabel M. Fischer; and

H. R. 5407. An act to grant the Federal Works Administrator certain powers with respect to site acquisition, building construction, purchase of buildings, and other matters.

The message further announced that the House had severally agreed to the reports of the committees of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the following bills of the House:

H. R. 874. An act for the relief of L. Wilmoth Hodges;

H. R. 941. An act for the relief of Mrs. C. A. Lee, administratrix of the estate of Ross Lee, deceased;

H. R. 2223. An act for the relief of Catherine Bode; and

H. R. 3808. An act for the relief of the estate of William M. Theriault and Millicent Theriault.

## LEAVES OF ABSENCE

Mr. LANGER. Mr. President, I ask unanimous consent to be excused from the Senate until the 26th of June.

The PRESIDENT pro tempore. Without objection, leave is granted.

Mr. HART. Mr. President, I ask unanimous consent to be absent from the Senate for the remainder of the sessions this week.

The PRESIDENT pro tempore. Without objection, leave is granted.

Mr. SALTONSTALL. Mr. President, I ask unanimous consent to be absent from the session of the Senate tomorrow.

The PRESIDENT pro tempore. Without objection, leave is granted.

Mr. SHIPSTEAD. Mr. President, I ask unanimous consent for permission to be absent from the Senate for 10 days.

The PRESIDENT pro tempore. Without objection, leave is granted.

Mr. TOBEY. Mr. President, I ask unanimous consent to be absent from the Senate on official business from Friday until next Wednesday.

The PRESIDENT pro tempore. Without objection, leave is granted.

## ORGANIZATION OF CONGRESS

Mr. LA FOLLETTE. Mr. President, I move that the Senate proceed to the consideration of Senate bill 2177, Calendar No. 1427.

The PRESIDENT pro tempore. The bill will be stated by title for the information of the Senate.

The CHIEF CLERK. A bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

The PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Wisconsin.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Special Committee on the Organization of Congress, with amendments.

Mr. LA FOLLETTE. Mr. President, the bill which is now the unfinished business of the Senate is the end product of more than a year of study, hearings, and deliberations conducted by the Joint Committee on the Organization of Congress created pursuant to House Concurrent Resolution 18. The committee was created in response to a widespread



congressional and public belief that a grave constitutional crisis exists in which the fate of representative government itself is at stake.

Public affairs are now handled by a host of administrative agencies headed by nonelected officials, with only casual oversight by Congress.

The committee held 39 public hearings and 4 executive sessions between March 13 and June 29, 1945. The testimony of 102 witnesses was taken, 45 of whom were Members of the Congress. In addition, 37 Members and many interested private citizens submitted written statements. A review of all the testimony received reveals a wide area of agreement among the witnesses with respect both to the conditions which handicap Congress in the efficient performance of its proper functions and with respect to appropriate remedies for those defects.

The joint committee submitted its report on March 4, 1946. On May 13 I introduced Senate bill 2177, which was referred to the Special Committee on the Organization of Congress, created by a special resolution of the Senate to consider the recommendations of the joint committee. The measure to all intents and purposes, and with a few very minor exceptions, incorporates the recommendations contained in the report of the joint committee to which I have referred.

One group of proposals contained in the measure deals with the strengthening of the policy making functions of the Congress. Because of the volume and the specialized character of the work with which both branches of the Congress must now deal, we have logically delegated to the standing committees of the Senate the initial work of policy making in connection with those measures. Those committees have had a long, distinguished, and useful history since the Senate was first organized. There have been several major and minor reorganizations of the congressional committee system through the years, as new problems have arisen and old problems have disappeared. The system, however, has not been revamped to meet modern conditions, since 1921.

It is my opinion and that of all members of the joint committee, as well as the special committee, that the time has come when we must make a thoroughgoing reorganization of the committee structure of the Senate. I have served in this body for more than 20 years. I have seen the growth in complexity of our problems, both domestic and foreign, until today we find ourselves confronted with a tidal wave of intricate and difficult problems affecting both foreign and domestic issues, which makes it impossible under our present multiplicity of committees, with overlapping jurisdictions, and the multiplicity of service by Senators upon those committees, to discharge our enormous tasks adequately under present circumstances.

Today there are more than twice as many committees in the Senate as there are principal divisions of public policy. Responsibility for legislative action is scattered among 33 standing committees. Under the present system, as I see it, there is no way to coordinate the activities of those 33 committees.

To remedy this situation the pending measure proposes to simplify the committee structure and, insofar as practical, to correlate it with the departments and agencies of the Federal Government. It has not been possible, I should state very frankly, to secure a complete coordination of the 16 standing committees which are proposed in this measure with the departments of government; but insofar as that has been practicable, a sincere effort has been made in that direction.

Senators will find on page 3 of the report a list of the committees proposed in this measure, together with the committees which are proposed to be abolished and absorbed by the 16 new reorganized committees. I shall name them for the RECORD. The 16 new committees are Agriculture and Forestry, Appropriations, Armed Services, Banking and Currency, Civil Service, District of Columbia, Expenditures in Executive Departments, Finance, Foreign Relations, Interstate and Foreign Commerce, Judiciary, Labor and Public Welfare, Public Lands, Public Works, Rules and Administration, and Veterans' Affairs.

Mr. President, I think every Senator realizes that the burden of committee work upon Senators is especially onerous in this body. At present the combined membership of all the standing committees in the Senate is 481, and of the 11 major committees is 220.

In addition, there are now 10 special committees of the Senate with a total membership of 87. Altogether the 96 Members of this body occupy 568 seats on its standing and special committees, or an average of 6 committee places for each Senator.

In the House of Representatives, as Senators will recall, there are several exclusive committees, so-called; and according to practice, a Member of the House of Representatives serving on an exclusive committee may not serve on any other major committee of the House of Representatives.

But today in the Senate no Senator serves on less than three committees. In fact, 1 Senator sits on 10 committees, and many serve on 7, 8, or 9. In short, under our present structure the burden of committee work has become almost unbearable.

I do not say this in any sense of criticism, but I am sure that many other Senators have had the same experience I have had in finding it impossible to attend all the sessions of all the committees upon which we serve. Hardly a day goes by in any week that I do not find on my desk two or three or sometimes four notices of committee meetings, all being held at the same time on the same day. Obviously, under such circumstances it is impossible for Senators to attend all their committee meetings and to follow through on the consideration of legislative measures before the committees in such a way as would be desirable not only from the standpoint of the Members of the Senate themselves, but also from the standpoint of the work and service which they could render to the Senate, to their constituencies, and to the country. If we simplify the committee system and make it possible for them to give more

continuous and exclusive attention to the committees upon which they serve, this condition will be corrected.

Mr. President, in this measure we have proposed for the first time in the history of the rules of the Senate to define the jurisdiction of the reorganized committees. Under the practice of the Senate, the jurisdiction of committees has grown up in part as a result of their names and in part because of the general field of legislation which they normally would cover. Committees have also acquired jurisdiction simply because they have had the power to initiate a particular piece of legislation, especially in a new field. As a result of this practice, the jurisdictional lines between our committees are confused not only because they overlap, but also because of the practice of having jurisdiction attach to a particular committee if by chance it may have considered original legislation in some new field. Through the years, as the activities of the Federal Government have grown in scope and complexity, the result has been, naturally, to complicate an already complicated situation insofar as jurisdictional conflicts between the present committees are concerned.

It is in the hope of simplifying that situation and, insofar as possible, of anticipating and avoiding future conflicts of jurisdiction that we have attempted in this measure to spell out the jurisdiction of the standing committees which we propose. After many years of observation and after several years of intensive study, I am convinced that the reorganization of the committee structure of the Senate is the keystone of the arch of improving the efficiency of this body in discharging its tremendous legislative responsibilities in the modern world.

Having proposed the best plan we could find after long study, and assuming the reorganization of the committees, we then propose to improve the staff facilities of the committees in order to enable them better to discharge their responsibility in the field of their jurisdiction. For that purpose, the measure provides for the appointment to each committee of four experts in its subject-matter field. The bill recommends that the experts, when appointed, shall be certified as well qualified for their work and shall have tenure of office on good behavior and satisfactory performance of their duties. Furthermore, Mr. President, we propose that the Appropriations Committee shall have four staff experts for each one of its standing subcommittees, because of the enormous work load they carry.

Having proposed to strengthen the staff facilities available to the committees, the measure also proposes to increase the staff and the services of the Legislative Reference Service of the Library of Congress, in order that it may provide additional aid to the committees when they are in periods of peak operation and activity, as well as to provide increased research facilities and service to the individual members of the House and Senate.

In order to help relieve the Members of Congress of the tremendously increased load which has come upon them



as a result of the broadened activities of the Federal Government, we are also proposing in this measure, Mr. President, the appointment in the office of each Senator and each Member of the House of Representatives of a high-caliber administrative assistant to perform non-legislative duties and departmental work, insofar as possible, of the Members of the Congress, and to give them, therefore, more time for the study and consideration of national legislation.

Senate bill 2177 also provides for improving the policy-determining machinery of the Congress by regularizing committee procedure as regards hearings, meetings, and records. It would expedite the reporting and would clarify the understanding of measures submitted to the Senate from committees. We define the powers of committees and we deny to the committees permission to sit while the Senate or House is in session, except by special permission, with the exception of the Committee on Rules, of the House of Representatives.

We also propose to strengthen the rule insofar as conference committees are concerned, in an effort to confine them to matters in disagreement between the two Houses, and we propose the outlawing of legislative riders on appropriation bills.

With a view to crystallizing the determination of party policy on major issues and to strengthen party government as an offset to organized pressure groups, we provide in this measure for the establishment of majority and minority policy committees in each House of Congress. Each of these four policy committees would be chosen at the beginning of each new Congress by the respective majority and minority conferences of the two Houses. They would consist of seven members each.

It has been evident to all those interested in and concerned about efficient Government, that because of the separation of powers in our Constitution the gap between the executive and the legislative arms of the Government has been growing and widening throughout the years. The Joint Committee on the Organization of Congress, and the special Senate committee, recognized this situation and made a proposal contained in the pending measure which we believe will go a long way toward bridging the gap between the legislative and executive arms of the Government. We are proposing the creation of a Joint Legislative-Executive Council to consist of the majority policy committees in both Houses, and of the President and members of his Cabinet, or such of them as he may wish to designate to serve on the Joint Legislative-Executive Council.

I am convinced, Mr. President, that if this proposal becomes law and is put into effect, it will go far in helping to mitigate the periodic deadlocks which occur between the Executive and the Congress, and which have caused dangerous crises in the conduct of the Federal Government. I believe that such a council would tend to strengthen coordination and cooperation between the two branches. Naturally no institutional procedure can be found to bridge the gap to which I refer unless there is a will-

ingness and good will on both sides of it. But in recent years we have seen that much may be accomplished by even an informal arrangement which brings together the executive branch of the Government and the policy-making committees of the Senate. I refer, of course, to the experience of the subcommittee of the Senate Committee on Foreign Relations which met initially at the invitation of former Secretary of State Hull to consider the Dumbarton Oaks proposal.

Not only the Senators who served on that subcommittee, but, I believe, all other Senators have full knowledge of the important function that cooperative relationship between the Secretary of State and the Foreign Relations Committee performed in helping to work out initially the proposal which was submitted at Dumbarton Oaks and subsequently in the almost unanimous ratification of the United Nations Charter. I am happy to say that that informal cooperation, if I may term it such, progressed further as a result of the action of the Secretary of State in taking the distinguished Senator from Texas, the chairman of the Foreign Relations Committee [Mr. CONNALLY], and the distinguished Senator from Michigan [Mr. VANDENBERG], of the same committee, with him to Paris as his advisers at the Paris meeting of the Council of Foreign Ministers, as will take them with him again when the Council reconvenes on the 15th of the present month.

Mr. President, what I envision in a joint legislative-executive council is the opportunity for coordination and collaboration in many of the fields of domestic as well as foreign policy. Not that the policy committees would be drawn into the administration of the law, which is an executive responsibility, but consultation with the congressional policy committees by the Executive and his Cabinet during the formulative stage of legislation would make for more harmonious relations.

We likewise suggest that in connection with matters of foreign policy and other issues of high national importance, the minority policy committees might be drawn in for consultation by the joint legislative-executive council.

Mr. President, I suggest to the majority leader that perhaps, in view of the late session of the Senate last evening, we should recess now. Tomorrow I shall attempt to summarize the other principle provisions of the bill. I wonder if the Senator from Kentucky believes that we could meet at 11 o'clock tomorrow?

Mr. BARKLEY. Yes; definitely.

Mr. LA FOLLETTE. I would appreciate it very much if the Senate would meet at that time.

#### EXECUTIVE SESSION

Mr. BARKLEY. I move that the Senate proceed to the consideration of executive business.

The motion was agreed to; and the Senate proceeded to the consideration of executive business.

#### EXECUTIVE MESSAGES REFERRED

The PRESIDING OFFICER (Mr. HAYDEN in the chair) laid before the Senate messages from the President of the

United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

#### EXECUTIVE REPORTS OF A COMMITTEE

The following favorable report of a nomination was submitted:

By Mr. CONNALLY, from the Committee on Foreign Relations:

Harry J. Anslinger, of Pennsylvania, to be the United States representative in the Commission on Narcotic Drugs of the Economic and Social Council of the United Nations.

The PRESIDING OFFICER. If there be no further reports of committees, the clerk will state the nominations on the Executive Calendar.

#### NOMINATION PASSED OVER—DEPARTMENT OF STATE

The legislative clerk read the nomination of Charles Fahy to be legal adviser of the Department of State.

Mr. BARKLEY. Mr. President, the nomination will have to be passed over once more on account of the absence of the Senator who is interested in it. I hope to dispose of it without unnecessary delay.

#### FOREIGN SERVICE

The legislative clerk read the nomination of Charles Ulrick Bay to be Ambassador Extraordinary and Plenipotentiary of the United States of America to Norway.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

#### NATIONAL HOUSING AGENCY

The legislative clerk read the nomination of Raymond Michael Foley to be Federal Housing Administrator in the National Housing Agency.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

#### POSTMASTER

The legislative clerk read the nomination of Samuel J. Leach to be postmaster at Hersey, Mich.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

#### THE ARMY

The legislative clerk read the nomination of Harry Hawkins Vaughan to be major general.

The PRESIDING OFFICER. Without objection, the nomination is confirmed.

#### THE NAVY

The legislative clerk proceeded to read sundry nominations in the Navy.

Mr. BARKLEY. I ask unanimous consent that the Navy nominations be confirmed en bloc.

The PRESIDING OFFICER. Without objection, the Navy nominations are confirmed en bloc.

#### THE MARINE CORPS

The legislative clerk proceeded to read sundry nominations in the Marine Corps.

Mr. BARKLEY. I ask unanimous consent that the Marine Corps nominations be confirmed en bloc.

The PRESIDING OFFICER. Without objection, the nominations are confirmed en bloc.

That completes the Executive Calendar.



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IN THE SENATE OF THE UNITED STATES

JUNE 5 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed

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**AMENDMENTS**

Intended to be proposed by Mr. LA FOLLETTE to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz:

- 1      Page 71, strike out lines 16 to 18, inclusive.
- 2      Page 71, lines 23 and 24, strike out "title 5, sec.
- 3      300 (b)" and insert in lieu thereof "title 31, sec. 224b".
- 4      Page 72, strike out lines 1 to 6, inclusive, and insert
- 5      in lieu thereof the following:
- 6      "Public Law Numbered 112, as amended, Seventy-
- 7      eighth Congress, approved July 3, 1943 (57 Stat. 372;
- 8      U. S. C., title 31, secs. 223b, 223c, and 223d)."
- 9      Page 72, line 14, strike out "title 5, sec. 392" and
- 10     insert in lieu thereof "title 31, sec. 224c".

79TH CONGRESS  
2D Session

**S. 2177**

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## **AMENDMENTS**

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**AMENDMENTS**

Intended to be proposed by Mr. LA FOLLETTE to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz:

1       On page 18, line 5, strike out "maintenance" and in-  
2       sert in lieu thereof "construction or reconstruction, mainte-  
3       nance,".

4       On page 19, beginning in line 12, strike out "Senate  
5       Office Building; Senate Wing of the Capitol;" and insert in  
6       lieu thereof "administration of the Senate Office Building  
7       and of the Senate Wing of the Capitol;".

8       On page 38, line 3, strike out "Until a central dis-  
9       bursing office is established, the" and insert in lieu thereof  
10      "The".

11      On page 53, line 1, strike out "and (c)" and insert  
12      in lieu thereof "(c), and (e)".



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## AMENDMENTS

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Intended to be proposed by Mr. LA FOLLETTE to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

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JUNE 5 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed







DIGEST OF  
CONGRESSIONAL PROCEEDINGS  
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 7, 1946  
For actions of June 6, 1946  
79th-2nd, No. 108

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HIGHLIGHTS: Senate debated congressional-reorganization bill. Senate received Vinson and Snyder nominations. Sen. Wilson blamed OPA and USDA for "meat famine", mentioned Secretary Anderson's testimony on this subject, and said if black market is to be eliminated, Congress must do it. Rep. Hope introduced bill to establish Agricultural Marketing Administration to conduct research and regulatory work on marketing farm products. Rep. Flannagan introduced bill to continue Sugar Act for one year.

SENATE

1. CONGRESSIONAL-REORGANIZATION BILL. Continued debate on this bill, S. 2177 (pp. 6482, 6485-95, 6510-18). Agreed to the committee amendments.
2. NOMINATIONS. Received the nominations of Fred M. Vinson to be Chief Justice of the United States and John W. Snyder to be Secretary of the Treasury (p. 6521).  
Confirmed the nomination of Harry J. Anslinger to be U. S. representative on the Commission on Narcotic Drugs of the Economic and Social Council of the United Nations (p. 6520).
3. CROP-INSURANCE AUDIT. Received from GAO a report on the audit of the financial transactions of FCIC during the fiscal year 1942. To Agriculture and Forestry Committee. (p. 6479.)
4. PRICE CONTROL. Sen. Wilson, Iowa, discussed the "meat famine", mentioning OPA and USDA and the Secretary's testimony on this subject, and said, "If the people are to have meat and if the black market is to be eliminated the Congress is going to have to do it" (p. 6503).  
Sen. Taft, Ohio, submitted an amendment which he intends to propose to H. R. 6042, the price-control bill (p. 6482).  
Sen. Reed, Kans., inserted an Independent Farmers of Kansas resolution recommending abolition of OPA "except for a few very essential products"; also opposing AAA, favoring full parity prices, asking for refund of excess-wheat penalties (p. 6480).
5. GRAIN SHORTAGE. Received a petition from sundry Massachusetts citizens opposing restrictions on use of grain for beer (p. 6480).



6. BANKRUPTCY. Sen. Huffman, Ohio, spoke in favor of H. R. 4160, to provide for full-time, salaried bankruptcy referees (pp. 6506-10).

HOUSE

7. SELECTIVE SERVICE. Reps. May, Thomason, Brooks, Sparkman, Andrews, N. Y., Short, and Arends were appointed conferees on H. R. 6064, to extend the Selective Training and Service Act until May 15, 1947 (p. 6545). The Senate conferees were appointed June 5.
8. RIVERS AND HARBORS. Passed with amendments H. R. 6407, the rivers and harbors omnibus bill (pp. 6525-44).
9. CENSUS; STATISTICS. Began debate on H. R. 5857, to combine the 2-year census of manufactures and the 10-year census of business and distribution into a 5-year census; to grant specific statutory authority for the monthly, quarterly, and annual surveys which have heretofore been made under the general authority in the organic Act of Feb. 14, 1903, and to grant specific authority to collect, collate, compile, and publish statistics and reports as to marriages, annulments, and divorces (pp. 6545-54). During the debate, Rep. Shafer, Mich., spoke in opposition to the proposed British loan (pp. 6545-8).
10. ALASKAN HIGHWAY. Passed with amendments H. R. 2871, to create an Alaskan International Highway Commission (p. 6525).
11. FISHERIES. Agreed to H. Res. 652, to authorize the expenditure of an additional \$40,000 for the Merchant Marine and Fisheries Committee to continue its investigation of the national defense program (p. 6524).
12. EMPLOYMENT; VETERANS. Rep. Stigler, Okla., spoke in favor of expanding the Veterans' employment service (pp. 6554-6).
13. FARM LOANS. Received from the President a proposed amendment to the narrative portion of the 1947 budget of the Federal Farm Mortgage Corporation to indicate the possibility of the Corporation's making some Land Bank Commissioner loans in the event H. R. 6477 is enacted into law, and in addition making some refinancing loans. (H. Doc. 640.) To Appropriations Committee. (p. 6557.)
14. GRAIN SHORTAGE. Received from the Temple Baptist Church, Los Angeles, Calif., a petition requesting the shutting down of all distilleries and breweries in the U. S. during the famine emergency (p. 6558).
15. AGRICULTURAL CENSUS. Received from the President (June 4) a draft of a proposed provision to extend the completion date of the Census of Agriculture from Dec. 31, 1946, to June 30, 1947 (H. Doc. 633). To Appropriations Committee.

BILLS INTRODUCED

16. MARKETING. H. R. 6692, by Rep. Hope, Kans., to improve and facilitate the marketing and distribution of agricultural products; improve nutritional standards; reduce the cost of distribution and increase consumption; and to promote the scientific development of improved methods of handling, transporting, storing, distribution, and marketing agricultural products; by establishing an Agricultural Marketing Administration to conduct all research, service, and regulatory work in the field of marketing agricultural products. To Agriculture Committee. (p. 6558.)



H. R. 4777. An act for the relief of the Sawtooth Co.;  
 H. R. 4800. An act for the relief of Harry Fleishman;  
 H. R. 4832. An act for the relief of Stanley B. Reeves and Mrs. Stanley B. Reeves;  
 H. R. 4833. An act for the relief of the estate of Robert Lee Blackmon;  
 H. R. 4836. An act for the relief of Louis M. Drolet;  
 H. R. 4864. An act for the relief of Mrs. Pearl Smith;  
 H. R. 4885. An act for the relief of Ernst V. Brendier;  
 H. R. 4904. An act for the relief of Cleo D. Johnson and Mr. and Mrs. Jack B. Cherry;  
 H. R. 4905. An act for the relief of Nina E. Schmidt;  
 H. R. 4915. An act for the relief of Irving W. Learned;  
 H. R. 4976. An act for the relief of Mrs. Catherine Fortunato;  
 H. R. 4977. An act for the relief of Mrs. Theresa Ebrecht;  
 H. R. 5049. An act for the relief of the estate of Obaldino Francis Dias;  
 H. R. 5111. An act for the relief of Mrs. Mildred L. Bupp;  
 H. R. 5212. An act for the relief of the dependents of Cecil M. Foxworth, deceased;  
 H. R. 5307. An act for the relief of Ben V. King;  
 H. R. 5525. An act for the relief of Sylvia Wagner;  
 H. R. 5718. An act to facilitate the liquidation of Washington Railway & Electric Co.;  
 H. R. 6010. An act for the relief of the Yakutat Cooperative Market;  
 H. R. 6011. An act for the relief of Dr. Harry Burstein, Madeline Borvick, and Mrs. Clara Kaufman Truly (formerly Miss Clara M. Kaufman);  
 H. R. 6245. An act for the relief of Mary G. Paul; and  
 H. R. 6334. An act for the relief of the estate of Carmen Aurora de la Flor, deceased.

#### ORGANIZATION OF CONGRESS

The Senate resumed the consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. LA FOLLETTE. Mr. President, I ask unanimous consent that I may suggest the absence of a quorum without losing the floor.

The PRESIDENT pro tempore. The Senator will be recognized after the quorum call. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Alken	Guffey	Myers
Andrews	Gurney	O'Daniel
Austin	Hawkes	Overton
Ball	Hayden	Pepper
Barkley	Hickenlooper	Reed
Bridges	Hill	Revercomb
Briggs	Hoey	Robertson
Brooks	Huffman	Russell
Buck	Johnson, Colo.	Smith
Burch	Johnston, S. C.	Stanfill
Bushfield	Kilgore	Stewart
Butler	Knowland	Taft
Capehart	La Follette	Thomas, Okla.
Capper	Lucas	Thomas, Utah
Connally	McCarran	Tobey
Cordon	McClellan	Tunnell
Donnell	McKellar	Vandenberg
Downey	McMahon	Wagner
Eastland	Magnuson	Walsh
Ferguson	Mead	Wheeler
Fulbright	Millikin	Wherry
George	Mitchell	White
Gerry	Moore	Wiley
Green	Murdock	Wilson

Mr. HILL. I announce that the Senator from North Carolina [Mr. BAILEY] and the Senator from Alabama [Mr. BANKHEAD] are absent because of illness.

The Senator from Mississippi [Mr. EILBO], the Senator from Nevada [Mr.

CARVILLE], and the Senators from Idaho [Mr. GOSSETT and Mr. TAYLOR] are absent by leave of the Senate.

The Senator from South Carolina [Mr. MAYBANK] and the Senators from Maryland [Mr. RADCLIFFE and Mr. TYDINGS] are necessarily absent.

The Senator from Virginia [Mr. BYRD], the Senators from New Mexico [Mr. CHAVEZ and Mr. HATCH], the Senator from Louisiana [Mr. ELLENDER], the Senator from Montana [Mr. MURRAY], and the Senator from Wyoming [Mr. O'MAHONEY] are detained on public business.

The Senator from Arizona [Mr. McFARLAND] is absent on official business.

Mr. WHERRY. The Senator from Maine [Mr. BREWSTER], the Senator from Oregon [Mr. MORSE], and the Senator from Indiana [Mr. WILLIS] are necessarily absent.

The Senator from Connecticut [Mr. HART], the Senator from North Dakota [Mr. LANGER], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Minnesota [Mr. SHIPSTEAD], and the Senator from North Dakota [Mr. YOUNG] are absent by leave of the Senate.

The PRESIDENT pro tempore. Seventy-two Senators having answered to their names, a quorum is present.

Mr. LA FOLLETTE. Mr. President, when the Senate recessed last night I had just concluded a discussion of the joint legislative-executive council provision of the pending measure. I now wish to emphasize that the purpose of that council is to help bridge the gap between the legislative and executive arms of the Federal Government and to bring about greater cooperation and coordination on legislative policy and matters of high policy.

Now I wish to discuss one of the other recommendations in the bill which I consider to be of kindred importance. I refer to the provisions designed to strengthen congressional oversight of the execution of the laws by the executive branch of the Government.

Let me make it clear at the outset that there is no intention to invade the purely and strictly administrative functions of the executive branch. However, as all Senators know, because of the complexity of our modern society it has become necessary for the Congress to delegate to the various departments and agencies of the Government powers for making rules and regulations in order that they may carry out in detail the intent of Congress as provided in the enabling legislation.

To this end this measure proposes that the reorganized committees of the Senate shall be charged with the responsibility of the oversight of the various agencies and departments of government which come within their jurisdiction insofar as legislative policy is concerned. For that purpose we grant to all committees the power of subpoena, and we are proposing, as I mentioned yesterday, that they be given staffs of four experts in their respective fields of legislative jurisdiction. I believe that this provision, if enacted, will have a very salutary effect in making certain that the particular delegations of legislative power made necessary, as I say, by the complexity of our modern so-

ciety, will be carried out in conformity with the intent of Congress.

Secondly, I believe that this arrangement will result in the standing committees of the Senate becoming more familiar than they are today with the problems confronting the executive department in carrying out the will and intent of Congress. In what might be described as the lower echelon of public policy, I believe it will have a similar effect in helping to bring the executive and legislative arms of the Government into a more harmonious relationship in carrying out the laws enacted by the Congress.

Because of this requirement, the bill bans the creation of any more special committees. Let me say that, in making this recommendation, there is no intention, either directly or indirectly, to reflect in any manner upon the excellent work which has been done by many of the special committees of the Senate. Nevertheless, I am sure that all Senators appreciate that if this work is done by the standing committees, it is a much more efficient way of transacting business, because no matter how well the select or special committee may do its work, whatever legislative recommendations flow from the studies or investigations made by select or special committees must in the end be referred to the standing committees of the Senate. Often, because there is no cross-reference between the standing committee in a particular province of legislation and a select committee created for a special purpose, it becomes necessary for the standing committee, to some extent at least, to replot the ground which has been gone over by the select committee or the special committee.

Furthermore, the work of select or special committees is of necessity sporadic. They are created for a special purpose, with a special objective in mind, for a certain field of investigation or study. When that need has passed they tend ultimately to be abandoned, and for that reason their effectiveness is sporadic in character; whereas, if it now becomes the responsibility, as we propose, of the standing committees of the Senate to carry on this very important oversight function, we feel that it will result in a much more continuous surveillance of the executive agencies and departments of government.

Mr. SMITH. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. SMITH. Does that mean that the present special committees would be abolished, and their functions turned over to the regular standing committees?

Mr. LA FOLLETTE. The measure proposes to ban their creation in the future. It is my understanding of the language as it now stands that existing committees which may be continued beyond the end of this Congress would be permitted, if they were given additional funds and authority, to conclude their work. But the creation of such committees in the future is banned by the measure as it stands.

Mr. SMITH. I thank the Senator.

Mr. WHITE. Mr. President, will the Senator yield?



Mr. LA FOLLETTE. I am glad to yield to the Senator from Maine. I wish at this time to express my deep appreciation to the Senator from Maine and all other Senators and Representatives who were on the joint committee or the special committee, for the great amount of time and effort which they have given to the work of those two committees.

Mr. WHITE. Mr. President, let me express my satisfaction that I interrupted the Senator at this point, in view of what he has said.

I wished to refer to the question of special committees and the proper functions of our standing legislative committees. I think I am stating the fact accurately when I say that, in the case of most of our special committees, they have no legislative authority whatsoever, but are investigatory in character and in some instances are permitted to make recommendations, and that is all. That does not relieve the standing committees of the Senate of the obligation of study and of reaching conclusions. In a sense, it involves a duplication of effort. Does not the Senator believe that to be so?

Mr. LA FOLLETTE. Yes, I do. I think the Senator has helped to emphasize a very important aspect of this particular recommendation of the joint committee which is now contained in the pending measure.

Mr. HILL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I am glad to yield.

Mr. HILL. Anent what the Senator from Maine has said, I think there are many very wise, constructive, and fine features in this reorganization bill; but I doubt if there is any feature that commends itself more than this very feature involving the abolition of special committees. As the Senator from Maine knows and has stated, the creation of special committees has meant a great deal of dispersion of effort, and much duplication and waste of time and effort on the part of Senators. The regular legislative committees alone can report proposed legislation to cure ills or defects which may exist; and yet we find numerous special committees taking numberless hours of the time of Members of this body to investigate, investigate, investigate, though they have no power to report remedial or other measures.

The Senator and his committee certainly have pointed out a most important and needed reform, in my opinion, in connection with the work and procedure of this body, namely, to do away with the special committees, and to impose responsibility and the authority directly on the regular legislative committees.

Mr. LA FOLLETTE. I thank the able Senator from Alabama for his comment.

I should like to reemphasize the fact that the proposal to give each one of the reorganized committees a staff of four persons who would be experts in their special province of legislative jurisdiction, will, if adopted, also give the committees what most of them have never had before, namely, a continuing staff which, as time goes by, will become increasingly valuable to the committees in the discharge of their particular functions.

Mr. DONNELL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield to the able Senator from Missouri.

Mr. DONNELL. Will the Senator be kind enough to state what his committee has in mind with respect to the following situation: Suppose an entirely unexpected subject were to arise, one which, generally speaking, would not be considered as comprehended within the provinces of the committees established by the rule—as, for illustration, the matter of atomic energy or something else which came up ab initio, something we never had thought of. What is the Senator's idea, please, as to the committee to which such a subject of unexpected nature should be assigned?

Mr. LA FOLLETTE. So far as atomic energy is concerned, the measure which recently passed the Senate creates a standing joint committee in that province of legislative jurisdiction. I believe that if the Senator from Missouri will search the jurisdictional definitions which are contained in the report and in the bill, he will see that only in very rare instances would it be found that one of the standing committees would not have sufficiently broad jurisdiction to serve the purpose of making an investigation or study in a particular field. But if such a situation should ever arise, the remedy would be for the Senate to suspend the rule and to permit the creation of a special committee. I submit, if the matter were of such transcendent importance that it would be impossible to find a standing Senate committee with the competence or the jurisdiction to deal with it, there would be no difficulty in obtaining the necessary votes to suspend the rule.

But I wish to say to the Senator that, having observed the Senate for many years, it is my feeling that unless we impose a firm and definite ban against the creation of special committees, we shall have them cropping up all the time in the future. Although, as I have said, they have rendered great service in particular instances, it is not the logical or efficient way in which to carry on committee work.

Mr. DONNELL. Mr. President, will the Senator yield for a further inquiry?

Mr. LA FOLLETTE. I am delighted to yield.

Mr. DONNELL. I can well appreciate, having had far less experience than the Senator from Wisconsin has had, the pertinence of the point he has made. The point which was in my mind was whether there was adequate provision to take care of a very unexpected situation. Of course, I appreciate that the matter of atomic energy has already been covered. However, I was referring to that matter only as an illustration; it is easily possible that some other entirely unexpected situation which we cannot at this time foresee might arise within the next few years.

I may add that the committee which has reported the pending bill, of which the distinguished Senator from Wisconsin is chairman, is a special committee. Although I am not in any sense opposing the principle, nevertheless I think the Senator's own committee illustrates

the fact that under some circumstances, at any rate, a special committee can render distinguished and valuable services to the Congress.

Mr. LA FOLLETTE. Mr. President, I appreciate the Senator's comment. But let me say that the reason why it was necessary to create a special committee to study the pending measure was in order to escape from the archaic committee situation which we are trying to remedy. I think the Senate will find that if it will go along with the recommendations regarding committee reorganization, that situation will disappear in the future.

Mr. DONNELL. Mr. President, will the Senator further yield?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. Let me say that the thought I have just expressed, namely, that the pending measure is the work of a special committee, is not original with me; another Senator suggested it. I think it appropriate to state at this time that the special committee of which the distinguished Senator is the chairman has performed, and it is generally so recognized, a very great and valuable service.

Mr. LA FOLLETTE. I thank the Senator. I was merely trying to make it clear that I was not disparaging the work which has been done by special or select committees in the past. But I believe that the idea of having special regulatory and study functions combined with the work of the standing committees will ultimately result in a much more efficient handling of any studies which may be made as a result of investigations which may be conducted.

Mr. MAGNUSON rose.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield first to the Senator from Washington, who rose first; and then I shall be glad to yield to the Senator from Florida.

Mr. MAGNUSON. Mr. President, I was simply going to suggest that in case a special situation arises, one such as to call for the creation of a special committee, the Congress could always create one.

Mr. LA FOLLETTE. Yes; I have suggested that the rule could be suspended in that case. I feel sure that if anything so vital or important as atomic energy is in store for us in the future, some subject which might not find a place in the proposed reorganized committee structure, there would be no difficulty in obtaining the votes to suspend the rule and create a special committee.

Mr. MAGNUSON. The point is that the likelihood for the necessity of creating such a committee, such as has arisen in the past, would be greatly minimized, and we would not be likely to need such special committees.

Mr. LA FOLLETTE. Exactly. That is what I tried to point out.

Now I yield to the Senator from Florida.

Mr. PEPPER. Mr. President, I have been very much interested in the explanation which has been given by the distinguished chairman of the committee



about a staff for each of the standing committees. I am interested in learning whether, in the opinion of the able Senator from Wisconsin, such staffs would aid Senators in bringing their constituents into contact with persons who might review administrative action which they might consider detrimental in some way. For example, suppose a constituent from the State of a Senator were to come to Washington and were to complain that a Federal agency was so administering a certain law as to cause a detrimental or unfair effect upon that person or upon a group of people or the industry of which they were a part. Then, instead of the Senator's perhaps having to act personally as a lawyer or an advocate for that group with the administrative agency, would it not be possible, although it might not be what the Senator would always wish to do, if there were such a staff of a committee, for the Senator to lay the matter before that trained personnel which would have a congressional viewpoint and a knowledge of the congressional intent? Is it not probable that such a staff could be of great assistance to the Senator in helping his constituents obtain from the administrative agency the kind of consideration which the Senator would feel they were entitled to have, without requiring the Senator to go to the agency and spend an hour or two or perhaps a day in trying to present the matter himself?

Mr. LA FOLLETTE. Mr. President, it would be my view that that particular type of activity would fall very much more on the administrative assistant which the bill proposes to provide for each Member of Congress. The pending measure provides that the experts of standing committees shall be assigned only to committee work in order that they may serve the majority and minority members of committees specifically in their committee fields. However, I feel certain that the familiarity which these staffs would have and would acquire with experience would certainly be available in some phases to Senators who found themselves in a particular difficulty of the nature which the Senator from Florida has described.

Mr. PEPPER. I am quite aware of the provision in the bill, as recommended by our committee, for executive assistants to the Members of Congress, which I think is one of the most valuable recommendations of the committee. However, the case I had in mind would be one in which the administrative agency was administering a law in a way which a Senator felt was contrary to the congressional intent. No one would be better acquainted with what was the congressional intent in the enactment of the law than the staff of the standing committee which had proposed and recommended the legislation. So, in a case of that kind, the Senator or his administrative assistant could bring the matter to the attention of the committee staff, and if they agreed that the administrative agency was administering the act contrary to the congressional intent, the staff could call someone in the administrative agency and say, "This matter has

been brought to our attention and we are inclined to agree with the persons who have directed our attention to the subject that the way in which you have been administering the act is not in accordance with what was the congressional intent when the act was passed." If they proceeded contrary to congressional intent, we would have an informed staff which could bring to the committee's attention the fact that the administration of the law was not in accordance with the legislative intent.

Mr. LA FOLLETTE. Mr. President, I certainly agree with the Senator from Florida that any administrative procedure which rises to the level of being on its face a violation of the intent of Congress, would come within the province of both the standing committees and their staffs. I would anticipate that in the future those staffs would constantly be keeping the members of the committees and the chairmen informed whenever they felt an agency or a department was issuing rules or regulations, or making interpretations of those already issued, which contravened the intent of Congress when the legislation was passed.

Mr. DONNELL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. Along the line of the inquiry which I made a few minutes ago, I invite the Senator's attention to the fact that the banning of the establishment of a special or select committee is set forth, as I understand, not in a rule but in section 126 of the pending bill. If I am correct, would not that provision preclude the Senate from subsequently setting aside the section and providing for the creation of a special committee, inasmuch as this is to be a section of the statute and is not the creation of a mere rule.

Mr. LA FOLLETTE. The Senator will find, if he will look on pages 4 and 5 of the bill, that we have expressly reserved to each House of Congress the right to amend its rules. That is why I suggest to the Senator that if a question arises which requires study and investigation, and a proper standing committee for that purpose does not exist and should be created, it can be done in either body by suspending the rules. We utilized this same method in the executive reorganization bill which was passed. I invite the Senator's attention to the language of section 101 of Senate bill 2177, which reads as follows:

Sec. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and House of Representatives, respectively, and as such they shall be considered as part of the rules—

And so forth. So I do not share the apprehension of the Senator on that score. I have been over the matter with the legislative counsel, who made a very thorough study and investigation of it at the time the executive reorganization bill was under consideration.

Mr. DONNELL. Mr. President, if I may have the Senator's ear for one further question, as I read the provision on page 5 of the bill, there is a full recognition of the constitutional right of either

House to change its rules. The point which I make, however, is that section 126 of the bill is not the creation of a rule but the creation of a law. The mere power to change rules would not, it would seem to me, give the Senate the right to set aside a specific statutory provision that—

No bill or resolution, and no amendment to any bill or resolution, to establish or to continue a special or select committee, including a joint committee, shall be received or considered in either the Senate or the House of Representatives.

Mr. LA FOLLETTE. Mr. President, I cannot agree with the Senator's interpretation.

Mr. DONNELL. I understand the Senator's idea to be that section 126, by the provision of section 101, is merely one of the rules of the Senate?

Mr. LA FOLLETTE. Certainly; because it is a part of that title, and section 101 expressly states the fact to be that these sections are included as a part of the rules of the respective Houses of Congress, and merely preserve the right to each of them jointly to suspend or change any rule.

Mr. DONNELL. I thank the Senator.

Mr. LA FOLLETTE. I appreciate the Senator's inquiry because it helps to bring out the facts and terms of the measure.

Mr. President, in the last analysis the Congress is the center of political gravity under the Constitution, because it reflects and expresses the popular will in the making of national policy.

In recent years in particular, and to a growing extent, the true attitude of public opinion has too often been distorted and obscured by pressures of special-interest groups. Every Senator and Representative has been on the receiving end of this type of public pressure. Organized campaigns of one kind and another are daily reflected in the telegrams, letters, and other communications which are received in the office of every Senator and every Representative. Therefore, your committee has come to the conclusion that the time has arrived when the Congress must take action, not in any way, shape, or manner to contravene or to reduce the right of petition which is guaranteed to the citizens of this Republic by the Constitution, but in order that there may be a public record of the activity of these pressure groups. We have recommended, therefore, and there is contained in this measure, a provision for the registration of persons using their influence upon the Congress.

I wish to speak very briefly about this matter. I wish first to tell what the bill does not do. First of all, title III does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who appear openly and frankly before the committees of Congress and engage in no other activities to influence legislation.



Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.

Fifth. It does not apply in any manner to persons who appear voluntarily before committees of Congress without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which they were formed.

On the other hand, the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol, but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misapprehensions or misinformation as to the facts.

I am sure every Senator has had the same experience I have had on occasion of writing to persons who have responded to this type of suggestion, sending them a copy of the proposed legislation, and asking them for their comments. After they have read the measure, it is discovered that the telegram or letter was written perfectly innocently by the citizen or the organization without proper information as to the true legislative intent of the measure then pending.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. Of course, it is everlastingly true that, unless Members of the Senate and the House of Representatives are able to know who is appealing to them, they never are able properly to evaluate what is said to them or what is written to them. It is absolutely essential, if we are to give the proper weight to whatever comes to our ears or our desks, that we shall know who are the people and what is the interest of the people who are making their representations to us.

Mr. HILL. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield to the Senator from Alabama.

Mr. HILL. In that connection is it not true that some 10 years ago the Senate realized the need for legislation of this character when it passed a bill introduced by my former distinguished colleague, now Mr. Justice Black of the Supreme Court, seeking the very thing which the bill now pending would do? Is not that correct?

Mr. LA FOLLETTE. That is correct, I will say to the Senator from Alabama. I might emphasize that this class of persons or organizations will not be required under the title to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of so-called lobbyists at whom this bill is aimed are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington, presumably exerting some mysterious influence with respect to legislation in

which their employers are interested, but carefully conceal from Members of Congress whom they happen to contact the purpose of their presence. I have no way of knowing how many persons in this category are living in luxury; but I have no doubt they have oftentimes sold Senators and Members of the House down the river to their clients on the ground that they have seen them and have secured their approval of whatever it was they were interested in, when often they may not have even contacted the Senator or Members of the House.

The title in no wise prohibits or curtails their activities. It is no threat to their present manner of livelihood. It merely requires that they shall register and disclose the source and purpose of their employment and the amount of their compensation.

Third. There is a third class of entirely honest—

Mr. JOHNSON of Colorado. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield to the Senator from Colorado.

Mr. JOHNSON of Colorado. Suppose they hire an attorney. Is the attorney going to be restricted?

Mr. LA FOLLETTE. I am just coming to that category.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Mr. President, this measure, in conformity with the recommendations of the Joint Committee, contains a second set of provisions designed to strengthen Congress in the performance of its appropriating function for the administrative establishment. Hitherto the efforts of Congress to compel compliance with the laws making specific appropriations have been too often frustrated. Congress has permitted transfers between appropriations, authorized the unlimited use of departmental receipts, and set up credit corporations with separate budgets. The executive has mingled appropriations, brought forward and backward unexpended and anticipated balances, incurred coercive deficiencies, and otherwise escaped the rigors of congressional control of the purse strings.

To correct these conditions, at least in part, S. 2177 provides for several improvements in the legislative phase of the budget process. It would provide for open hearings on appropriation bills and require all such bills to be fully and carefully considered by the entire Appropriations Committees of both Houses. It would allow members time to study the committee hearings and reports on appropriation bills before their floor consideration. It would provide each appropriation subcommittee with a staff of four qualified specialists in its particular expenditure province with a view

to making a more thorough scrutiny of departmental estimates and to serve both the majority and minority members of appropriation subcommittees.

The bill would also forbid the reappropriation of unobligated balances except for continuing public works, which were estimated at \$12,300,000,000 for the fiscal year 1946; prevent transfers between appropriations; and take steps toward limiting permanent appropriations, which amounted to \$5,600,000,000 in the fiscal year 1946.

Although Congress is charged by the Constitution with the power of the purse, there now is no correlation between income and outgo. Control of the spending power is divided between the Senate and the House of Representatives, and within each House between its revenue and appropriating committees. Taxes levied and appropriations made by many separate committees. The right hand does not know what the left hand is doing.

To strengthen fiscal control, S. 2177 provides for the adoption of annual Federal Budget totals by joint action of the revenue and appropriating committees of both Houses. If total expenditures recommended by the appropriating committees for the coming fiscal year exceed total Federal income as estimated by the revenue-raising committees, Congress would be required by record vote to authorize creation of additional Federal debt in the amount of the excess.

I wish to emphasize, Mr. President, that this provision does not prevent Congress from exceeding the congressional budget, but it does provide that in cases where that is to be done the Congress must go on record for the creation of an increase in public debt necessary to carry out the particular project or appropriation. If it appears midway through the fiscal year that total appropriations are going to exceed the total approved budget figure, the President shall by proclamation reduce them by a uniform percentage (except for certain fixed charges), so as to bring total expenditures within the limit previously set. These limitations, of course, would not apply during a wartime emergency.

Mr. President, I now come to the efforts which have been made in the pending measure to save the time of Members of the House and the Senate in order that they may devote more of their time to the responsibilities with which they are charged as Members of the Congress under the Constitution. Today we are overburdened with many local and private matters which divert our attention from national policies, and which I think we should not have to consider. One of these functions is acting as a common council for the District of Columbia.

When the bill was introduced, it contained a title to provide for a charter commission to be set up in the District of Columbia looking to the ultimate elimination of this common council function of the Congress. However, while the bill was in committee, a measure designed for the same end, introduced by the senior Senator from Nevada [Mr. McCARRAN], was reported from his committee, and is now on the calendar. The Senator from Nevada informed the



chairman of the committee reporting the pending measure, and other members of it, that he felt, in view of that action, that his measure should have the right-of-way in this field, and we have acquiesced. So the bill as reported strikes that title from the measure.

I have already discussed the administrative assistant provision, which I believe is going to have a great effect in relieving Members of the House and Senate of many departmental chores, which I personally do not resent, I welcome them. I think that, with the long, continuous sessions which we now have, matters which are brought to our attention by our constituents concerning the manner in which measures which we have passed are operating in the field, are of invaluable assistance to Members of Congress. But certainly a large part of that responsibility could be passed on to the administrative assistant, at least in the initial stages of the efforts of constituents, either in person or by correspondence, to have their problems properly presented to officials of sufficient power in the agencies of Government to deal with them.

Mr. FULBRIGHT. Mr. President—The PRESIDING OFFICER (Mr. JOHNSTON of South Carolina in the chair). Does the Senator from Wisconsin yield to the Senator from Arkansas?

Mr. LA FOLLETTE. I yield.

Mr. FULBRIGHT. Is it not a fact that it is not because Senators do not want to do these chores, as the Senator calls them, but they have to make a choice between them and their duties here on the floor of a legislative nature which cannot be delegated? That is the real justification for the provision, is it not?

Mr. LA FOLLETTE. That is the justification for it. But the point I was trying to make—and I think perhaps I did not make myself very clear—was that I do not believe this provision would mean that the constituents would get less service. I think it would mean they would get more service, and I think at the same, by keeping an assistant in the Senator's or Representative's office, he will always be available to assist in these matters. So that we are not attempting, in other words, to shove this load off on to some one else, and to disregard our responsibility in that respect. But we are seeking better to equip ourselves to discharge our responsibility, and in the process to free us so that we may have more time in doing the job for which we were elected to the Senate or the House, as the case may be.

Mr. FULBRIGHT. That is exactly my idea.

Mr. LA FOLLETTE. I thank the Senator for giving me a chance to restate the point, because I hope I did a better job the second time.

Furthermore, Mr. President, we are providing in the bill for the creation of a stenographic pool. We are the only branch of the Federal Government, unless it be the Supreme Court of the United States and the judiciary, which does not have this modern facility of a clerical or stenographic pool, and I think that most businesses of any size utilize

it. The choice is between building up a stenographic staff in Members' offices too large for all seasons of the year, or having it too small and overburdened at the time when the peak loads occur, and having a stenographic pool, with fewer stenographers in each office, that can be drawn upon to help carry the peak loads of correspondence and telegrams with which we are now deluged.

Mr. WILEY. Mr. President, will my colleague yield?

Mr. LA FOLLETTE. I yield to my colleague.

Mr. WILEY. I ask the Senator to recur to section 204, which he has just discussed; that is, the administrative assistant provision. I am one of those who feel the imperative need of increasing the efficiency of our offices. However, this section as it reads is mandatory, that the assistant shall receive compensation at the rate of \$8,000 a year.

I wish to have the Senator's reaction to this idea: Whether it would not be preferable to place that \$8,000 at the discretion of each Senator. I was just talking with the Senator from New Jersey [Mr. SMITH] about this matter, and I think he feels somewhat as I do. After all, it is volume of work that troubles all of us, as suggested by the Senator from Arkansas, a tremendous volume of work. If we could get two assistants and apportion out the work which we have to handle, it seems to me that would be preferable to this provision, which makes it mandatory that we pay one man \$8,000. If we had that sum at our disposal we might, with what was remaining in our appropriation, have two men. We would not be limited to paying one man \$8,000.

Mr. LA FOLLETTE. I appreciate my colleague's inquiry. The joint committee, and the special committee, gave careful consideration to that situation, and we finally came to the conclusion that what was needed was a top-flight man or woman. Therefore we fixed on \$8,000 as a definite amount to be paid to such an assistant, so that there could be no question about securing in every Senator's office and every Representative's office a high type of administrative assistant.

Senators will recognize, of course, that this position comes over and above their present allotment of money for the purposes of clerical and secretarial staff, so that there is no interference with any adjustments made in that lump sum. But we felt that, if we simply came forward with the suggestion to increase the total amount available in each office, and to add to the lump sum which is now available to Senators, we would not accomplish the objective which the committee believes should be accomplished, namely, the placing in every Senator's or Representative's office of a top-flight person to perform administrative assistance work. Each Senator or Representative would be permitted, as at present, to utilize his existing funds under the present appropriation statute which permits him to pay such salaries as he desires to pay, with one exception, that there is a ceiling so far as population of States is concerned.

We are also suggesting, Mr. President, although we are not making it mandatory, that experimental modification of the present meeting schedules should be undertaken by staggering committee meetings and chamber sessions on alternate days so as to prevent conflict, so far as possible, between committee meetings and sessions of the Senate, in the hope and expectation of enabling Senators to give more time to the sessions of the Senate and more consecutive time to their committee work.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. Did not the Senator from Wisconsin observe that, when we recently had night sessions, we had larger attendance generally and a better concentration upon the subjects of debate than we usually have in day sessions?

Mr. LA FOLLETTE. I think that is largely due to two factors. First, that committees are not in session at that time, and, secondly, that the office staffs have usually departed and there is no opportunity for attention to correspondence, and there are no callers in the offices. But I really believe that, if we experimented as recommended here, we might find that we had taken a long step forward in greater efficiency and better attendance at both the sessions of the Senate and on committee meetings.

Mr. PEPPER. Will the Senator yield once more on that subject?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. Would it not be also worthy of being considered that not only should we have certain days devoted exclusively to committee meetings and special days devoted to sessions of the Senate, but that possibly we might interrupt a morning session which, say, begins at 10 o'clock, with a recess for an hour for lunch, and thus not leave a Senator speaking on the floor concerning public business to practically an empty Chamber? I merely ask the Senator if such a suggestion as that might not, in his opinion, be worthy of consideration?

Mr. LA FOLLETTE. I think it might.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. I take it that the prime purpose of the recommendation to which the Senator has just now alluded is that there shall be continuity of session and of study both in committee, and later, on what has been reported to the Senate, in the Senate itself, and in such continuity we will hope to find vastly improved efficiency?

Mr. LA FOLLETTE. The Senator has stated it much better than I could.

Mr. President, I neglected to mention, in connection with strengthening of the budget and fiscal control of Congress, that as a further check upon the financial operations of government and its care in handling public funds, the bill authorizes and directs the Comptroller General to make an administrative management analysis of each agency in the executive branch, including Government corporations. Such analysis, with those made by the Bureau of the Budget, will furnish Congress with a double check



upon the economy and efficiency of administrative management. Reports on such analyses are to be submitted to the Committees on Expenditures in the Executive Departments, the Appropriations Committees, the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, and each of the majority and minority policy committees.

I also want to mention, Mr. President, the fact that we are proposing in this measure to relieve the Congress of another time-consuming chore, namely, the passage of legislation providing for the payment of private claims against the Government. It is in title IV of the pending bill.

This title waives, with certain limitations, governmental immunity to suit in tort and permits suits on tort claims to be brought against the United States. It is complementary to the provision in title I banning private bills and resolutions in Congress, leaving claimants to their remedy under this title.

In addition, the title extends the existing authority of heads of Government departments to adjust tort claims. Under existing law such authority is restricted to claims for property loss and damage not exceeding \$1,000. This title would extend it to cases of personal injury or death, but retains the maximum limitation of \$1,000.

The title applies to claims accruing on and after January 1, 1945, thus going back for one full session of Congress, and together with the provision in section 121 (ante) permitting bills and resolutions to be considered covering claims accruing between January 1, 1939, and December 31, 1944, will in effect permit an 8-year period for disposing of past claims.

Obviously the purpose of these provisions is not to cut off claimants who might have proper claims to present to the Government. It will permit them to press their claims as I have described. But some cut-off date had to be made if the act was to be effective at all, and we felt that we had been generous in our provisions in that respect.

Mr. President, there are many details which I shall not go into in my opening statement, but I do want to mention the fact that the special committee has reported the measure in conformity with the recommendation of the joint committee so as to provide that beginning January 1, 1947, the salary of Members of Congress shall be raised from \$10,000 to \$15,000 a year. The present salary of \$10,000 a year has been in effect since 1925. Impartial studies of the cost of living show that, on the average, it costs more to be a Member of Congress than the position pays. I am not responsible for that statement, Mr. President, but an independent study of this situation was made and the report to that effect made public.

The measure also contains a retirement provision permitting Members of Congress to join the Federal retirement system on a contributory basis. To be eligible for retirement pay Members would be required to deposit 6 percent of their basic salary, to have served at least 6 years in Congress, and have attained the age of 62. Those with at least

5 years of service could be retired for disability and receive an annuity. The annuity would amount to 2½ percent of a Member's average basic salary multiplied by the number of years of his legislative service, but no annuity could exceed three-fourths of the salary received at the time of separation from the service.

All other Federal employees may now participate in the Federal retirement system, but Members of Congress are the forgotten men of social security. I say that in all seriousness. We have a great social-security program for the citizens of this country. Nearly every corporation has a retirement plan for its executives. The Federal Government has a retirement plan for its employees; and I think the time has come when Congress should face this issue and have the courage to permit Members of Congress to enter the retirement system on a basis which takes into consideration the type of service which they render.

Senators who are interested in studying this question further will find it discussed on page 36 of the report. Also, on page 40, will be found a table showing sample lengths of service, ages, and various contributions. This information will be helpful in explaining the provisions of the bill.

Title V of the bill provides for a general bridge act, which would relieve Congress from cranking up the legislative machinery in order to grant to a railroad or corporation the right to build a bridge across a navigable stream. We now have a general form for bridge bills. We always accept the recommendation of the War and Navy Departments. I see no reason why this time-consuming and costly procedure should be any longer carried on by the Congress; and we have recommended that the Congress relieve itself of his responsibility by passing a general bridge act.

On page 9 of the report Senators will find a summary of the costs of Senate bill 2177. The entire estimated increase in the cost of the legislative arm of the Government is \$12,281,235. I submit, Mr. President, that this is a modest price to pay for increased efficiency in the legislative branch of the Government. Even with this modest increase the total cost of the legislative branch of the Government, if every portion of this bill were enacted, would be \$6,000,000 less than the 1947 Budget estimate submitted in January by the President for the office of the Administrator of Civil Aeronautics. I had to search through the Budget to find an agency or department whose budget came within gunshot of comparing with the small cost of the legislative branch of Government. I finally found one which had a small enough appropriation to be comparable. That agency proposes to spend in 1947 \$6,000,000 more than the total cost to the taxpayers of the United States if this measure were enacted into law.

I do not wish to make any exaggerated statements about the situation which I think confronts the Congress of the United States; but I have given this question a great deal of study for many years. I have given it intensive study as Chairman of the Joint Committee on the Organization of the Congress, and in

the process of drafting the measure to carry out that committee's recommendations.

Literally, Mr. President, in this post-war world a tidal wave of complex, difficult, and intricate problems is threatening to engulf the legislative arm of the Government and ultimately to submerge it. These problems are not only on the domestic front, but on the foreign front as well. Congress has been subjected to much criticism because it has not passed upon the entire legislative program of the President; but I submit that under our present archaic organization it is impossible for Congress to transact the business which it has become imperative that it handle and dispose of at each session.

I gravely fear the consequences should we fail to seize this opportunity for the first time in our history thoroughly to reorganize the legislative arm of the Government and to give it, in this modern age, the tools and machinery which are essential to the efficient transaction of its business. The result might be tragic for our representative form of Government. Those who have studied the history of the fall of democratic governments abroad in recent years know that one of the contributing factors to their disintegration and ultimate overthrow was the fact that the legislative branches of those governments failed to transact the public business, failed to carry out the will of the people.

So I weigh my words when I say that I think the ultimate fate of democracy is bound up in this first step forward in the reorganization and modernization of our National Legislature. The effect of failure to take this first step may be very unfortunate. Every Senator knows in his heart that there is a conflict in the world today between two divergent ideologies. As I look into the future I am convinced that the survival of democracy and the representative form of government will be determined by the outcome of this conflict of ideologies. The fate of democracy will depend upon whether we make the legislative arm of the Government efficient and responsive to the will of the people.

So, Mr. President, I submit this measure in all sincerity and earnestness. It is not a perfect bill. I do not claim too much for it, even if every line and sentence of it were enacted. But I do say that it is a great constructive step forward, and I submit it to my colleagues with the confidence that they will receive it, consider it, and pass judgment on it in the spirit in which the joint and special committees have worked for more than a year.

Mr. MEAD. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. MEAD. I should like to ask the Senator from Wisconsin whether, during the discussions in the committee of which he is chairman, the question of special committees was considered, and whether the committee has made any recommendation as to the future of special committees, either from the standpoint of a permanent joint committee to do the work of the special committees, or of a special Senate committee to ab-



sorb the work of the special committees which we now have or may have in the future.

Let me say to the able Senator that I wish to commend him for the splendid report he has submitted to the Senate and for the able manner in which he has presented his views. I am in agreement with him in regard to most of the provisions of his bill.

We usually have quite a number of special committees. Although I am a member of several special committees, I am not concerned with continuing to be a member of them. I feel that all of them should be terminated.

I believe, however, that if we are to maintain the vigor and the strength of the Congress, if we are to see to it that congressional policies are carried out, and are not thwarted or nullified, there might in the future be instances when a special committee with a proper staff would be needed to investigate an executive agency of the Government which might be thwarting the will of the Congress, or might have the task of carrying on a great project such as the TVA or the atomic-energy project. There might be need for committees of that type in the future to conduct investigation of the executive agencies as well as for the standing committees which the able Senator proposes to have set up.

Mr. LA FOLLETTE. Mr. President, I answered that question in part before the Senator from New York entered the Chamber. The bill provides for the banning of special committees in the future. The concept of the committee which reported the bill is that the reorganized standing committees of the Senate are to be charged with the oversight and surveillance of the executive agencies and departments. We propose to give them staffs to help them carry on that work. So we feel that the need for special committees will be very greatly minimized.

Furthermore, without derogation of a single accomplishment of the special committees, it was the judgment of the Joint Committee and the Special Committee on the Organization of Congress that it is more efficient, wherever possible, to have such studies and investigations made by the standing legislative committees. Inasmuch as in the end those committees will have to act upon any legislative recommendations, they would be privy to the entire study from its inception, and some of its members would be experts in the particular field.

Secondly, in the pending measure, we have provided for joint committee action by the corresponding committees of the House and Senate. If the House sees fit to carry out in part or in full the recommendations of the joint committee, there would be fairly close parallelism between the House and Senate committees.

Mr. MEAD. Then, again, of course, it would always be possible for any Congress, if it so decided, to establish an additional committee, to staff it with investigators, and to assign it the duty of performing a special task at some time in the future.

Mr. LA FOLLETTE. It could be done, I will say to the Senator from New York,

by suspending the rule, but not otherwise. It is our contention, however, that the reorganized standing committees with their special staffs will be able to handle such tasks satisfactorily and to discharge such responsibilities.

If the Senator will look at our definitions of the jurisdictions of the new committees, which begin at page 12 of the report, he will find a proper committee to carry out almost any investigation of which he can conceive.

However, if in the future some very extraordinary matter arises, such as the control of atomic energy, as to which it might be felt that there was a need for the creation of such a committee, or if we were, unfortunately, to be engaged in a war, I have no doubt that a matter of such transcendent importance would cause a sufficient number of Senators to vote to suspend the rule.

But if we do not ban special committees, it is my firm conviction that we shall not move in the direction of their elimination.

Mr. MEAD. Mr. President, let me say to the able Senator that there are unusual occasions in which the appointment of a special committee is essential, for the reason that the task to be performed is one which no particular standing committee could cover in its entirety.

The Senator mentioned the case of the Special Committee to Investigate the National Defense Program. As the Senator well remembers, after the first World War, the Congress created approximately 100 special committees to investigate the war effort. They covered phases of the war which ordinarily would have been assigned to the Military Affairs Committee or the Naval Affairs Committee or to some other standing committee.

In connection with the conduct of the recent war we created just one committee. We set it up before the war actually started, and it went along with the developments of the war effort, and, because of its over-all job, it made correctional recommendations which could not have been made by any standing committee.

I can see, however, that it will be very helpful to eliminate the special committees, provided we strengthen the standing committees and give them sufficient personnel to enable them to maintain the health and the vigor of the legislative branch of the Government and to prevent the nullification of its policies by the executive agencies of the Government which from time to time have been known to drift in that direction.

Therefore, Mr. President, I think the report the Senator has submitted merits the most serious consideration of the Senate and I think the portion of it which we are now discussing is exceptionally meritorious. But I believe that in the future a special committee to investigate a particular problem could be very helpful.

Mr. LA FOLLETTE. Mr. President, I may say to the Senator from New York that if such an occasion ever arises, I believe it should be of sufficient importance and magnitude to command a two-thirds vote of the Senate or the House,

as the case might be, to suspend the rule.

Mr. MEAD. And I am certain that that approval would be granted under those circumstances.

Mr. LA FOLLETTE. Certainly.

Mr. FULBRIGHT. Mr. President—

Mr. LA FOLLETTE. I yield to the Senator from Arkansas.

Mr. FULBRIGHT. Before the debate gets too far away from the subject which has just been under discussion, I merely wish to say that I do not think the Senator has overstated the case at all, particularly in the latter part of his statement. I think this question is a most important one. I particularly wish to compliment the Senator on what I regard as a magnificent piece of work, to which I know he has devoted much time in the last year. I have been particularly anxious to have this report placed before the Senate, and I certainly hope the bill will be passed.

Mr. LA FOLLETTE. Mr. President, I very much appreciate what the Senator from Arkansas has said, and I wish him to know that his moral support of the committee during its work has been a very great inspiration.

Mr. FULBRIGHT. Mr. President, I really believe there is no more important matter for the Congress to consider because the efficient handling of all these problems is of great importance to our procedure.

Mr. HILL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. HILL. With reference to the observation which has just been made by the Senator from New York, let me say that the pending bill gives to the Committee on Expenditures in the Executive Departments a more important status than it has had, and arms it with facilities for its work that it has not had in the past. I can well conceive that the Committee on Expenditures in the Executive Departments, having jurisdiction over budget and accounting measures, might well function with reference to many of the problems and many of the questions which the Senator from New York no doubt has in mind.

I believe the bill will give to that committee a jurisdiction and a responsibility and an emphasis which it certainly has not had in the past, and will make it a committee which will look into many matters and will cover many subjects which it has not been able to handle in the past. By virtue of handling them, it will eliminate the need we have had in the past for some of the special committees.

Mr. LA FOLLETTE. I believe so. I also believe that the provisions which we propose in connection with the activities of the Comptroller General, and the reports coming to that committee, will develop a close liaison between the Committee on Expenditures in Executive Departments and the Comptroller General.

I did not quite complete my answer to the Senator from New York. On page 10, under subparagraph (C) we have charged the Committee on Expenditures in Executive Departments with the responsibility of evaluating the effects of laws enacted to reorganize the legislative



and executive branches of the Government.

Mr. GEORGE. Mr. President, if the Senator from Wisconsin will yield, I should like to ask him a number of questions. I shall not attempt to ask all the questions which I have in my mind at this time, but I should like to ask a few of them.

Mr. LA FOLLETTE. I am very happy to yield to the Senator and will answer the questions if I am able to do so.

Mr. GEORGE. I notice that the office personnel of the individual Member of the Senate, or of the House of Representatives, is to remain under the control of the Senator or the House Member.

Mr. LA FOLLETTE. That is correct.

Mr. GEORGE. The situation in that respect is to remain as it is at the present time.

Mr. LA FOLLETTE. Yes.

Mr. GEORGE. I also notice, if I am reading the bill correctly, that all the special assistants who are to be furnished to a committee, are to be appointed by the director of personnel, that neither the chairman of the committee nor the committee itself has anything to do with the selection of the experts who will serve the committee.

Mr. LA FOLLETTE. The appointments are to be made by the chairman on the basis of merit, qualification, and the recommendations of the director of personnel. That official will not make the appointments, however.

Mr. GEORGE. But the personnel is not to be appointed without the recommendation of the director of personnel. Therefore, I think it is equivalent to saying that the director of personnel will have control of the appointments. In other words, the appointments are to be taken entirely out of the hands of an important committee, or its authority or power to select its majority and minority staff aids, or the expert personnel which may advise the committee and keep it informed with regard to legislative matters.

Mr. LA FOLLETTE. We are not interfering with the clerical service of the chairmen. We tried to work out a compromise between the situation in which the personnel would be solely the patronage of the chairman of the committee, so to speak, and a situation in which they would be forced on the committee. The way we envision the operation of the plan is that, first of all, the director of personnel will be selected by the majority and minority leaders of the Senate and of the House of Representatives. We felt that in placing such responsibility upon them we would obtain a man who was qualified in personnel matters, who would be nonpartisan, and would devote his efforts to providing the proper type of personnel for the service of the Congress.

Mr. GEORGE. I am not questioning the motive; I am trying to ascertain the facts.

Mr. LA FOLLETTE. The way we expect the plan to operate is this: There would be recommended to the committees by the director of personnel a list of names of persons from which such selections would be made. I have little fear that any official in that position

would try to force upon the committees of the Congress persons who would not be satisfactory to and compatible with the chairman and the members of the committee.

I may say further that we have provided that during the interval between the enactment of the measure and the appointment of the director of personnel the power will reside in the chairmen of the committees to make selections of the members of their staffs. It was felt by several members of the committee that the staffs of the standing committees would serve on good behavior and would not change with the chairmen of the committees, but would remain as a permanent staff so long as they rendered good service. If the chairman should select the staff, and if there was a change in the chairmanship—as often happens—and the staffs were to move with the Senator or the Representative from committee to committee, this would interfere with the process of building up experience in the particular line of work in which we hope they will engage.

Mr. GEORGE. I merely wish to ascertain the facts. As I understand, a Senator, for example, could appoint only his immediate office personnel. If he were a member of a committee, or the chairman of a committee, he would necessarily have nothing whatever to do with the selection of the expert personnel who would be employed at very high salaries, salaries which would be comparable to the salaries now being paid to Senators and to Representatives. But the selection would be made through a director of personnel.

Mr. LA FOLLETTE. I cannot quite agree with the Senator that that is the way the plan would work.

Mr. GEORGE. I ask the Senator if the person to whom I have referred would not be given the power which I have described. I know how the plan will work. When the director of personnel has been given power, he will exercise it. He, of course, would also appoint all other ordinary officers connected with the Senate and the Capitol Building.

Mr. LA FOLLETTE. Mr. President, if I may, I should like to make it very clear—

Mr. GEORGE. I am merely trying to find out what sort of a man is being built up as a personnel director.

Mr. LA FOLLETTE. I wish to give the Senator the facts in connection with the point which he has raised. The bill does not propose that the director of personnel shall have the power which the Senator has stated. The bill proposes that he shall have the power to make a study and classification of the personnel of the so-called housekeeping departments of Congress, and submit a plan to the Congress for its approval. The reason the committee made such provision was this: When it explored the subject it found that there is a great discrepancy between the salaries being paid employees of the Congress doing similar types of work. The committee could not go into the details of the matter, but it felt that if a personnel director were selected who would make a study of the subject and then submit his plan, the Congress would have the power either to accept, amend,

or reject the recommendations of the personnel director.

Mr. GEORGE. I am not complaining particularly. I am trying to find out what kind of a strong man we are building up as a personnel director. My opinion is that very steadily he will reach the point where he will overshadow both Houses of Congress.

Mr. LA FOLLETTE. I wish to make it clear to the Senator that, so far as the personnel is concerned, with the exception of the staffs of these committees, the director of personnel will not have any power unless and until Congress grants it to him through its approval of the plan for classification and tenure which he will submit to the Congress.

Mr. GEORGE. I wish to ask the Senator from Wisconsin a further question with reference to the suability of the Government in cases of tort involving \$1,000 or more, excluding certain types of cases. I do not know how far the committee went into that subject, but I should like to inquire of the Senator if he received a report in connection with that matter from the Department of Justice or from the Treasury Department. It seems to me that the Government will become involved in literally numberless suits over the United States in all areas where plaintiffs live. I am speaking of suits involving \$1,000 or more, because I understand that they would be submitted to the agency head having jurisdiction. But as to the provision for a suit against the Government itself, I should like to know if the Attorney General or anyone in the judicial side of the Government submitted any special recommendation concerning the subject.

Mr. LA FOLLETTE. No, there was no special recommendation submitted. There is a similar bill pending on the House calendar, and the Senator will find on page 30 of the report a history of the legislative consideration of this subject matter.

Mr. GEORGE. It is a matter that I have often thought about but I have always hesitated to give the unlimited power of suit against the Federal Government, even with a restriction on the types or causes of action on which suit may be brought, because I think I know exactly what will happen. There will be more of such cases than there were suits in connection with the insurance claims of veterans of World War I when the courts were literally clogged with litigation of that character.

Now I wish to ask the Senator about a matter which I think is far more vital than the ones to which I have been calling attention, although I think they are important.

Mr. LA FOLLETTE. Mr. President, may I make a brief comment on the tort matter before we leave it?

Mr. GEORGE. Certainly.

Mr. LA FOLLETTE. The Senator will probably recall that a bill was passed on this subject in the Seventieth Congress, and was given a pocket veto by President Coolidge.

Mr. GEORGE. Yes, I recall. I think President Coolidge very wisely vetoed it. I must say that for him now, because, once the bars are let down to permit tort



actions against the Federal Government, without any permission of the Congress, I am afraid the gate will be opened so wide that great difficulty will ensue.

Mr. LA FOLLETTE. It is my understanding that President Coolidge failed to sign the bill because it included the Comptroller General as the counsel for the Government instead of the Attorney General.

Mr. GEORGE. I wish to make this observation about the heads of agencies settling claims up to \$1,000. I do not know how much experience my distinguished friend from Wisconsin has had in presenting claims or in following through claims which are now subject to adjustment by heads of Government agencies. They universally rule against the citizen or the claimant. A claimant who goes to the head of a department with a claim up to \$1,000, unless he has an almost bombproof claim, has not very much chance of securing a fair adjustment, though he may obtain some kind of an adjustment. I am concerned however, not so much with respect to the \$1,000 claims, as to which I realize the necessity of Congress being relieved from having them come here in the form of special bills, but with respect to tort actions for amounts ranging above \$1,000, which the bill authorizes.

Mr. LA FOLLETTE. I may say to the Senator that the terms of the bill would permit a claimant either to secure a settlement through administrative act or to sue.

Mr. GEORGE. Yes; and the claimant would sue in a great many cases, so many cases in fact that the courts would hardly be able to function. We had a clear illustration of that in suits on total disability cases under the insurance policies which were issued after World War I, so much so that the Attorney General and the Federal courts throughout the country were disturbed and worried about it.

Now I wish to ask the Senator about the jurisdiction of some of the committees, and I am going to ask particularly about the committee of which I happen to be chairman, namely, the Finance Committee. That committee is to be limited to 13 members. It is difficult to see how the committee can function with 13, but I presume it can. It is given jurisdiction of revenue measures generally. The Senator knows, of course, that that committee has no power to originate revenue measures; it can consider only those that come over from the other House.

Then it is given jurisdiction of the bonded debt of the United States, which is a negligible matter under any circumstances.

It is also given jurisdiction of the deposit of public moneys, which is handled as a routine matter in the Treasury Department by the officials there who have jurisdiction.

Then the Finance Committee is given jurisdiction of customs, collection districts, and ports of entry and delivery. It is difficult to say just what that can mean, except jurisdiction over the appointment of customs offices and other officers of that kind, because elsewhere

in the bill the Coast Guard, and so forth are placed under other committees.

Then the Committee on Finance is given jurisdiction of reciprocal trade agreements. I presume that means all tariffs and general revenue measures as well as specific reciprocal trade agreements.

It is further given jurisdiction of the transportation of dutiable goods and revenue measures relating to the insular possessions.

So, the committee as it exists at the present time would be stripped of such matters as vocational rehabilitation of veterans, national social security, railroad retirement, United States employment compensation as well as all matters pertaining to monetary grants and monetary claims of the veterans themselves.

The point that I am making is this: I have been a member or chairman of the Finance Committee for a long while, and if I were leaving the committee tomorrow, I would say that what is being done by this bill is to separate completely the committee that is charged with the responsibility of taxing from any possible say-so over the vast expenditures which may be proposed by any Member of the Congress and which are handled by the Congress. In other words, the bill would separate the committee that has the direct responsibility of raising the money by taxes from any actual intimate relation or control or even the opportunity to influence the expenditure of money.

I wish also to call the Senator's attention to the fact that these same subject matters, in part at least, particularly social security and related matters, are within the jurisdiction of the Committee on Ways and Means of the House of Representatives, and it would hardly be within my imagination that that committee would relinquish that authority and that power. So, the bill would result in conferences being held between other Senate committees and the Ways and Means Committee of the House on matters which always have been in conference between the Finance Committee and the Ways and Means Committee.

The Senator has called my attention to the fact that an estimate of receipts and expenditures is to be made at the beginning of each session of the Congress or within a specified time, and that the chairman of the Finance Committee is a member of the estimating committee. The estimating committee's recommendations, after all, may be overcome by a simple majority vote on the floor of the Senate or on the floor of the House. I do not think it would afford any control over the expenditures of funds.

Important as it is to streamline the Congress, it is also important that our expenditures during the years of the immediate future be kept within bounds, and that there be some possibility of the budget being balanced.

The Finance Committee has been of very great service in preventing a great many things which were desired, of course, by certain groups in the country. But it has done so because it had the

consciousness that it could not afford to bankrupt the Government of the United States by levying taxes necessary to take care of requested expenditures.

If the provision relating to the duties and responsibilities vested in the Finance Committee of the Senate were enacted, that committee might as well be abolished, except in the event of a general tax bill coming over from the House of Representatives, which matter is in the control of the other body and not in the control of the Senate.

I merely desired to bring these matters to the attention of the Senate. There are other features of the bill which I have not had opportunity to read. I express the hope that there will be no undue pressure to reach a vote on the bill until the Senate as well as the House of Representatives may have an opportunity to see what is in it and to evaluate it.

Mr. LA FOLLETTE. Mr. President, I am sorry the Senator does not see any effective results to come from the budgetary proposals which we have made in the bill. It was the belief of the committee that it had made the first constructive effort to bring about some relationship between the expenditures authorized by the Congress and the revenues which would be raised by the Congress. At the present time there is no such relationship between the appropriating committees of the Congress and its revenue-raising committees.

It is true that, insofar as the Finance Committee of the Senate or the Ways and Means Committee of the House has jurisdiction over certain phases of expenditures in the legislative field, it can to that extent bring the consideration of revenues and expenditures into some sort of relationship. But there are many committees in both Houses which bring in bills to authorize expenditures for one purpose or another, and we sincerely believed that we were charging the Ways and Means Committee and the Finance Committee, and the two appropriations committees of the House and Senate, with one of the largest and most important responsibilities contained in the whole proposal.

If these four committees meet at the beginning of every session and adopt an estimate of revenue receipts and a proposed budget of expenditures, we then would make it necessary that a record vote be had, whenever that budget is to be exceeded in any respect, so that those who support the proposal would have to assume the responsibility of going on record as in favor of increasing the public debt thereby. I do not share the Senator's feeling that this procedure will not have a very deterring effect upon legislation which proposes to exceed the budget.

Today we authorize the appropriation of moneys, and then we make the appropriations. True, we have the executive budget, with its estimates for the various agencies and departments, and its estimates of the probable deficit. But there is no responsibility fixed upon Members of the House and Senate at any time during the whole course of a session of Congress to take action which will force them in the public eye to justify a measure which exceeds the congressional



budget on the ground that it is of sufficient importance that the public debt is to be increased specifically by that amount. Let me say that many of the witnesses before the committee who were concerned with this problem felt that this would be a very efficacious measure in helping to bring expenditures into balance with the revenues.

Secondly, there is the provision that the President, later in the fiscal year, if he finds that the estimates of revenues have not come up to expectation, or that the appropriations are going to exceed the budget adopted by the Congress, shall make a pro rata reduction of expenditures in order to bring the congressional budget back into balance.

Mr. JOHNSON of Colorado. Will the Senator yield?

Mr. LA FOLLETTE. I should like to finish my response to the Senator from Georgia, if I may.

Mr. JOHNSON of Colorado. Very well.

Mr. LA FOLLETTE. The committee recommended the creation of a committee on veterans' affairs. For a number of years I have served on the subcommittee of the Committee on Finance which handles veterans' affairs. I am proud of my service on that subcommittee. But, in looking into the future, the joint committee and the special committee both felt that the great volume of legislative proposals which will inevitably flow from our participation in the recent war will create a problem of sufficient magnitude to warrant the creation of a committee charged solely with the responsibility of handling veterans' affairs.

So far as the social-security recommendation is concerned, I wish to be entirely frank and say that that is a matter upon which men will differ. It is a very close question. The committee decided it in favor of trying to maintain the effort to have the committee structure of the Congress correlated, insofar as practicable, with the agencies of the Government for which they have legislative jurisdiction and responsibility. We felt that oversight of the activities of those agencies would be more effective if the committees were placed in a position where they were the principal committees, so far as the agencies were concerned. It was for that reason that the committee recommended that social security be transferred to the new committee on labor and public welfare. I say very frankly that there is still doubt in my mind as to whether the committee made the correct decision because we do have to separate the taxing features from the general legislation with regard to administration and benefits.

Now I shall be glad to yield to the Senator from Colorado.

Mr. JOHNSON of Colorado. The question I have reference to relates to page 11, line 5, subdivision 2 of the bill. In listing the subjects which are to be handled by the Committee on Finance, I notice the bill includes "The bonded debt of the United States." My question is this: Is the committee referring to the debt limit, or is it referring to such a bill as we had before us a few days ago, providing for what was known as the British loan? The British loan contem-

plated a bonded debt as one of its parts. Would paragraph 2 in line 5 contemplate such a bill as that providing for the British loan, or would it only contemplate debt limitation bills?

Mr. LA FOLLETTE. It only contemplates debt limitation bills. The foreign loans under our recommendation in this measure would go to the Committee on Foreign Relations because our foreign loan policy has a direct and important bearing upon our foreign policy. The committee of the Senate having jurisdiction over foreign policy should also have jurisdiction over our foreign loans in order that, insofar as possible, they might be coordinated, integrated, and made to work together.

Mr. JOHNSON of Colorado. What about domestic loan bills, such as Liberty Loan bills?

Mr. LA FOLLETTE. They would go to the Finance Committee.

Mr. JOHNSON of Colorado. But not under paragraph 2?

Mr. LA FOLLETTE. That affects the bonded debt of the United States.

Mr. JOHNSON of Colorado. The British loan proposal was based on the Second Liberty Loan Act, I believe.

Mr. LA FOLLETTE. The only reason such a proposal would not come under this provision, I will say to the able Senator from Colorado, is as he will see if he will turn to the provision dealing with foreign relations, is that the Committee on Foreign Relations is specifically given jurisdiction over foreign loans.

Mr. JOHNSON of Colorado. Then paragraph 2 has a limitation?

Mr. LA FOLLETTE. It is limited by the specific designation of foreign loans as one of the provinces of jurisdiction of the Foreign Relations Committee.

Mr. JOHNSON of Colorado. It seems to me there is a conflict between the two sections.

Mr. LA FOLLETTE. I do not think there is any conflict, because certainly the general subject matter, as contained in the listing under the Finance Committee, would be limited by the specific reference of proposals dealing with foreign relations to the Committee on Foreign Relations.

Mr. JOHNSON of Colorado. But the British loan proposal based its loan provisions upon, I think, the Second Liberty Loan Act; they were based on one of the Liberty Loan Acts.

Mr. LA FOLLETTE. But that was incidental to the purpose of granting a foreign loan to Great Britain. It is my firm conviction that, if these definitions had then been in the rules of the Senate, under their terms the British loan proposal or legislation would have gone to the Foreign Relations Committee.

I should like also to call the Senator's attention to page 31 of the bill, section 129, which provides:

SEC. 129. In any case in which a controversy arises as to the jurisdiction of any standing committee with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate or the House of Representatives, as the case may be, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. TAFT. What is the reason for including section 123 on page 26? Why is it not better to leave to every Congress the termination or adjournment of its own session rather than to require an adjournment at the end of June and then require a reconvening in October? Is there any reason for that?

Mr. LA FOLLETTE. Yes. We think there is a reason for it. We gave a great deal of thought to that subject. It is our belief that the present tendency of Congress is not properly to distribute its work load over the year because we remain in almost continuous session. We are constantly meeting early in the session, when, as everyone knows, the bills and measures have to be developed. But for several months after the initial legislative machinery has been set in action there is a tendency for the Senate not to sit in session as much as it might. And then when we get down toward the end of the fiscal year we are confronted with a tremendous backlog of legislation such as is jammed up here now awaiting action by the Congress.

It was our feeling that, if the Congress confronted definite adjournment dates, there would be pressure upon both Houses to regularize their work so as to get the job done before the permanent adjournment time arrived. Secondly, we felt that with the multiplicity of issues with which Congress is now confronted and will be into the indefinite future, there ought to be a definite period of recess so that Members of both House and Senate could return to their constituencies, renew their contacts with the people, ascertain how the vast Federal machine is operating in their States and localities, and thus keep alive that contact between the constituents and the Members of the House or Senate which is essential to truly representative government.

Mr. TAFT. Mr. President, will the Senator again yield?

Mr. LA FOLLETTE. I yield.

Mr. TAFT. It occurs to me that, in the first place, the moment we fix a definite date for adjournment the congestion about which the Senator refers becomes infinitely greater. The possibility of filibuster against the definite adjournment date increases; the effectiveness of the filibuster increases; and it seems to me that we are in far better shape if no definite date is fixed for adjournment.

In the second place, while this is merely a matter of personal feeling, I would far rather stay here until the 1st of August or the 15th of August, and not come back in the fall. My own view of the kind of schedule the Congress ought to have is an indefinite session beginning the 1st of January until we get through for the year, and then an adjournment which will permit us to remain at home in the fall. In the first place, every other year there is an election, so that it is very difficult to keep Senators here in October. In the second place, it seems to me if we are going to have any contact with our constituents it almost must take place in the autumn because a good many people are away during the summer season.



Furthermore, I think it will be found that Members of Congress themselves are likely to take a summer vacation away from their States between the proposed date of adjournment in June and the 1st of October. It seems to me to be an unnecessary provision, one which does not necessarily increase the efficiency of Congress. I would think the adjournment date might be something Congress itself could decide. Of course, we have been in continuous session, but that, I think, is because of the war. I know the majority leader thinks it possible, and I hope we may adjourn by the 15th of July sine die until the 1st of next January. Such a procedure would be prevented by the provisions of section 123.

Mr. LA FOLLETTE. That is correct, and it is a proposal upon which men are going to differ. But I simply wanted the Senator to know the reasons which led the committee to make this recommendation, and I sum them up again by saying that we feel it would be a spur upon Congress to regularize the transaction of its business and to assure at least a definite and specific period when Members of the House and Senate could return to their States and their districts. I believe this is a very important part of the efficient and proper functioning of a representative system of government. I think it is unfortunate when Members of Congress are compelled by continuous sessions to remain so out of touch with their constituents. I am not speaking of this in any political sense, but in the sense of their being in a position properly to represent the States or the districts they have been chosen to represent. I know what the contemplated program is. When it eventuates I shall be very much surprised, even though a sine die adjournment is taken, if we are not called back by some emergency or other before next January. However, I shall be very happy if I prove to be wrong in that apprehension.

Mr. TAFT. Mr. President, I very highly commend the work of the committee headed by the distinguished Senator from Wisconsin. I thoroughly approve of the bill and intend to vote for it. I believe that we must begin on a complete reorganization of Congress if Congress is to operate efficiently under modern conditions. I may disagree with one or two provisions. No Members of Congress having intimate contact with the matters which are related here can possibly agree on every detail, and I think it is perfectly proper to offer amendments on any such details. However, I feel very strongly that the bill as a whole is an important step forward, and I certainly intend to vote for it.

Mr. WAGNER. Mr. President, I congratulate the distinguished senior Senator from Wisconsin for the admirable presentation he has made of the pending bill. While I may have one or two suggestions to make, I shall certainly vote for it.

#### ADMISSION OF JEWS INTO PALESTINE

Mr. TUNNELL. Mr. President, I am deeply distressed that the necessity has arisen for Senators to speak today on the subject of the admission into Pales-

tine of the 100,000 refugees whose migration there is such a tragic necessity.

For many years, I have been deeply concerned to find a fair and just solution of the problem of Jewish homelessness in Europe. This is a century-old condition which has been aggravated by the World War. I long ago concluded that economic, political, and social conditions throughout the world are such that only in Palestine can the homeless Jews be assured of safety and a chance as decent men and women, free of persecution and assured of the opportunity to earn an honest livelihood in fair competition with their fellow men and women. Because of this, I have long championed the proposed Jewish Commonwealth in Palestine.

As a member of the Resolutions Committee of the Democratic National Convention, I strongly supported the platform plank which committed the Democratic Party to a solution of this problem. As a member of the Senate Committee on Foreign Relations and a subcommittee thereof, I helped to report the Wagner-Taft joint resolution which was passed by Congress last December by an overwhelming vote.

In the joint resolution passed by it last December, the Congress strongly approved the splendid efforts of President Truman to have admitted into Palestine 100,000 of these homeless, helpless people. Our resolution declared that the interest shown by the President in the solution of this problem is hereby commended. Six weeks ago, the joint Anglo-American Committee of Inquiry unanimously endorsed the admission of these 100,000 people, and President Truman, as Senators all know, expressed his great joy that this had been done.

Since then, I am distressed to say, the British Government has seen fit to obstruct the immediate execution of this plan. Following publication of the report, Prime Minister Attlee gave a number of reasons as to why the 100,000 refugees should not be admitted. These alleged reasons have occasioned terrible delays, during which time many of these people could have been moved from the concentration camps of Europe and into Palestine.

If there is a sincere will to admit the 100,000 Jews to Palestine, a way will and must be found immediately, and Great Britain then should cease to obstruct their entry into Palestine.

On November 2, 1917, the following statement of policy which is known as the Balfour Declaration was issued by the British Government:

His Majesty's Government view with favor the establishment in Palestine of a national home for the Jewish people and will use their best endeavors to facilitate the achievement of this object, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights and political status enjoyed by Jews in any other country.

This resolution was also approved by the American Congress. The spirit of the resolution was approved by President John Adams long before its passage, and after its passage by Presidents Wilson and Harding.

At this time, there is not only the fact that both Great Britain and the Government of the United States have long endorsed this plan. There is the pressing need for the admission of 100,000 homeless European Jews into Palestine, without more delays or consultations. Men, women, and children are dying while these delays are taking place. The President of the United States does not favor delays or delaying consultations.

Nowhere in the President's statement of April 30, which so warmly endorsed the admission of the 100,000 refugees, is there any mention of any consultations with Jews and Arabs such as is now proposed. The Commission itself warned against such wasteful effort and delay. The President, evidently realizing the futility of further discussion about the admission of 100,000, which would only result in intolerable delay, called for the immediate transference of the 100,000 Jews into Palestine.

There is no vagueness in President Truman's position. His is the attitude of a man who is deeply moved by human suffering.

Great Britain has the power to help alleviate this terrific suffering. If there is no intention on the part of Great Britain to permit these 100,000 Jewish people to enter Palestine, a clear-cut statement on the part of that government should be issued at once, so that false hopes might not be aroused and promises impossible of fulfillment made. The historic connection of the Jewish people with Palestine and the eternal justice of their demand for a homeland in this land of their fathers can no longer be ignored, nor remain the subject of procrastination. If, because of its Arab interests, it cannot do justice to the Jewish people, it should surrender its mandate. It can scarcely be contended that the delaying tactics of the British Government are in accord with the splendid humanitarian objectives of the President of the United States, or of the Congress of the United States. Nor is it in accord with the desires of millions of our fellow citizens.

The time has come for these dilatory tactics to cease. Every day of delay means the additional sacrifice of lives. It is my prayer that the State Department will convey to the British Government the deep feeling which we in America have in this humanitarian attempt of a persecuted people to survive.

And now, Mr. President, I ask permission to insert in the RECORD at this point in my remarks the following papers pertaining to this subject:

First. The exact language of the unanimous recommendation of the Joint Committee of Inquiry pertaining to the immediate admission of these 100,000 refugees, and the official comment thereon by the committee.

Second. Also, I think the record should show the text of the Democratic platform plank on the subject of Palestine, approved unanimously by the same convention which nominated Mr. Roosevelt for President and our present President for Vice President.



Third. Also, the text of the Wagner-Taft joint resolution which I had the honor to help to report from the Senate Committee on Foreign Relations, which resolution was passed by the Senate by almost unanimous vote.

There being no objection, the matters referred to were ordered to be printed in the RECORD, as follows:

REFUGEE IMMIGRATION INTO PALESTINE  
RECOMMENDATION

We recommend (a) that 100,000 certificates be authorized immediately for the admission into Palestine of Jews who have been the victims of Nazi and Fascist persecution; (b) that these certificates be awarded as far as possible in 1946 and that actual immigration be pushed forward as rapidly as conditions will permit.

COMMENT

The number of Jewish survivors of Nazi and Fascist persecution with whom we have to deal far exceeds 100,000; indeed, there are more than that number in Germany, Austria, and Italy alone. Although nearly a year has passed since their liberation, the majority of those in Germany and Austria are still living in assembly centers, the so-called camps, island communities in the midst of those at whose hands they suffered so much.

In their interests and in the interests of Europe, the centers should be closed and their camp life ended. Most of them have cogent reasons for wishing to leave Europe. Many are the sole survivors of their families and few have any ties binding them to the countries in which they used to live.

Since the end of hostilities, little has been done to provide for their resettlement elsewhere. Immigration laws and restrictions bar their entry to most countries and much time must pass before such laws and restrictions can be altered and effect given to the alterations. Some can go to countries where they have relatives; others may secure inclusion in certain quotas. Their number is comparatively small.

We know of no country to which the great majority can go in the immediate future other than Palestine. Furthermore that is where almost all of them want to go. There they are sure that they will receive a welcome denied them elsewhere. There they hope to enjoy peace and rebuild their lives.

We believe it is essential that they should be given an opportunity to do so at the earliest possible time. Furthermore we have the assurances of the leaders of the Jewish Agency that they will be supported and cared for.

We recommend the authorization and issue of 100,000 certificates for these reasons and because we feel that their immediate issue will have a most salutary effect upon the whole situation.

In the awarding of these certificates priority should as far as possible be given to those in the centers, and to those liberated in Germany and Austria who are no longer in the centers but remain in those countries. We do not desire that other Jewish victims who wish or will be impelled by their circumstances to leave the countries where they now are, or that those who fled from persecution before the outbreak of war, should be excluded. We appreciate that there will be difficulty in deciding questions of priority, but none the less we urge that so far as possible such a system should be adhered to, and that, in applying it, primary consideration should be given to the aged and infirm, to the very young, and also to skilled workmen whose services will be needed for many months on work rendered necessary by the large influx.

It should be made clear that no advantage in the obtaining of a certificate is to be gained by migrating from one country to

another, or by entering Palestine illegally.

Receiving so large a number will be a heavy burden on Palestine. We feel sure that the authorities will shoulder it and that they will have the full cooperation of the Jewish Agency.

Difficult problems will confront those responsible for organizing and carrying out the movement. The many organizations—public and private—working in Europe will certainly render all the aid they can; we mention UNRRA especially. Cooperation by all throughout is necessary.

We are sure that the Government of the United States, which has shown such keen interest in this matter, will participate vigorously and generously with the Government of Great Britain in its fulfillment. There are many ways in which help can be given.

Those who have opposed the admission of these unfortunate people into Palestine should know that we have fully considered all that they have put before us. We hope that they will look upon the situation, again; that they will appreciate the considerations which have led us to our conclusion; and that above all, if they cannot see their way to help, at least they will not make the position of these sufferers more difficult.

The declaration of the Democratic platform relative to Palestine follows:

"We favor the opening of Palestine to unrestricted Jewish immigration and colonization, and such a policy as to result in the establishment there of a free and democratic Jewish commonwealth."

Senate Joint Resolution 112

Joint resolution favoring action by the United States looking to the restoration of Palestine as a homeland for the Jewish people

Whereas the Sixty-seventh Congress of the United States on June 30, 1922, unanimously resolved "that the United States of America favors the establishment in Palestine of a national home for the Jewish people, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights of Christian and all other non-Jewish communities in Palestine, and that the holy places and religious buildings and sites in Palestine shall be adequately protected"; and

Whereas the ruthless persecution of the Jewish people in Europe has clearly demonstrated the need for a Jewish homeland as a haven for the large numbers who have become homeless as a result of this persecution; and

Whereas these urgent necessities are evidenced by the President's request for the immediate right of entry of 100,000 Jewish refugees: Therefore be it

*Resolved, etc.,* That the United States shall use its good offices to the end that the doors of Palestine shall be opened for free entry of Jews into that country, and that there shall be full opportunity for colonization, so that they may reconstitute Palestine as a free and democratic commonwealth in which all men, regardless of race or creed, shall enjoy equal rights.

Mr. TAFT. Mr. President, I wish to review briefly the actions of this Government and the British Government with regard to the admission of a hundred thousand Jewish refugees into Palestine, or the failure to admit such Jews into Palestine. I hardly need to call attention to the Balfour Declaration of November 2, 1917, pledging the support of the British Government to the establishment in Palestine of a national home for the Jewish people. Whatever else it implied, it certainly implied a home to which Jews could go without immigra-

tion restriction. A mandate for Palestine granted to the British after the World War, provided expressly that the British Government would be responsible for putting into effect the Balfour Declaration. In April 1922, Congress passed a resolution pledging the support of our Government to the same policy.

Gradually, after that, the British Government steadily restricted the immigration of Jews into Palestine. During the World War they restricted it to such an extent that practically no certificates were granted, and many Jews who might have been evacuated from enemy countries, where they subsequently died or were persecuted, were excluded from Palestine and the opportunity for life and future happiness.

In the later part of 1945, President Truman wrote a letter to the British Prime Minister, suggesting that a hundred thousand Jews be immediately admitted into Palestine. He called attention to the terrible condition of these displaced persons, who were then and are still held in concentration camps in the occupied areas at the expense of the Allied Governments. In December 1945, this Congress adopted a concurrent resolution, commending the President for that action, and declaring that the United States should use its good offices with the mandatory power "to the end that Palestine shall be opened for free entry of Jews into that country to the maximum of its agricultural and economic potentialities, and that there shall be full opportunity for colonization and development."

I have deliberately omitted reference to the establishment of Palestine as a democratic commonwealth or Jewish national home, which has been the subject of much debate and difference of opinion, because I wish to emphasize the immigration question. Whatever difference there has been on the commonwealth and Jewish national home problems, there has been an absolutely unanimous support for Jewish immigration into Palestine to relieve the present disgraceful situation regarding the war refugees.

In reply to President Truman's letter, the British Prime Minister suggested a joint committee, American and British, to study Palestine problems with special reference to immigration. Our Government reluctantly agreed, realizing that this would involve a serious delay. It did involve at least 3 months' delay while the concentration camps continued.

Then the committee reported and made the following definite recommendation among others:

We recommend (A) that 100,000 certificates be authorized immediately for the admission into Palestine of Jews who have been the victims of Nazi and Fascist persecution; (B) that these certificates be awarded as far as possible in 1946, and that actual immigration be pushed forward as rapidly as conditions will permit.

The committee also recommended that the restrictions on the purchase of land by the Jews be largely removed so that such land might be available for the immigrants.

One would think that upon this report both Governments would have pro-



accounts. Some of the charges are fixed in the bill and others are to be fixed by the Director of the Administrative Office, on approval of the Conference. Provision is made for a change annually in the amount of such charges, if necessary. Also, charges for special services performed by the referees, such as certifying records, supplying transcripts, and similar services, are to be fixed by the Director and the Judicial Conference. When collected, the amounts are to be transmitted by the referee to the clerk, for deposit in the referees' expense fund in the Treasury. The referee will retain no part of such funds. Any deficit occurring is to be underwritten temporarily by the Treasury, but the Treasury is to be reimbursed from funds collected in succeeding years. As I have pointed out, inasmuch as the system throughout the United States at the present time is solvent by approximately \$170,000, it is generally conceded that the entire system will be self-sustaining. The system proposed by the bill immensely simplifies the fees and charges to be made.

Under the bill, an expense fund is to be set up in the Treasury, similar in all respects to the salary fund. Out of it all overhead expenses in the referees' offices will be paid. Of course, the expense fund will be separate and distinct from the salary fund. Collections for both funds will be made at the same time, and the whole process will be changed to one of complete simplicity and uniformity throughout the country. It is proposed that each case shall bear part of the cost; and the asset cases, which generally require the most attention, will pay a larger proportionate share. The entire cost will be based on a national operation, rather than on the operations of the individual referee's office.

Annual appropriations are to be made from the two funds. Expenditures from such appropriations will be under the supervision of the Director, and such supervision will, in all respects, be similar to that now exercised over the expenses of other judicial personnel, such as expenses of clerks and probation officers in the Federal courts.

Under the present Bankruptcy Act, bankrupts pay to the clerk of the court, at the time a petition is filed \$15 as the referee's fee and \$10 as the clerk's fee. Investigation discloses that the \$10 paid to the clerk for his bankruptcy services is greater in proportion than the amounts collected for other services. Accordingly, it is proposed that his fee be decreased to \$8, and that the referee's fee, which is to be paid into the United States Treasury to the credit of the referees' salary fund, be increased to \$17, leaving the total amount of these two items the same as under the present act, so that the bankrupt estate would pay no more than is paid at the present time. Fifteen dollars is also to be collected for the referees' expense fund. Under the existing statutory provisions, a bankrupt may file a petition without the payment of any filing fees in advance, if he accompanies his petition with an affidavit indicating his inability to pay. In many cases, such inability is merely temporary, and the filing fees and costs have been later collected as the administration of

the estate proceeds and as assets are discovered. It seems preferable, as is done in this measure, to authorize in meritorious cases, the payment of filing fees and costs in installments, under a procedure to be prescribed by the general orders of the Supreme Court.

When the new system is inaugurated, the district judge will be required to allocate, from funds on hand in pending cases, the amounts due the referees for services rendered and expenses incurred prior to the inauguration of the new system. There will undoubtedly be transferred to the Treasury, to the credit of the referees' salary fund and the referees' expense fund, a considerable amount of money derived from filing fees and indemnity funds in pending cases which have not been fully administered, but which will have to be administered under the new act.

All referees and their employees are to be granted the benefits provided for other officers and employees in the judicial branch of the United States Government under the Civil Service Retirement Act of May 28, 1930, as amended. This will be an integral part of the system of salaried referees, and it will place them and their employees on the same retirement basis as United States attorneys, clerks of court, United States marshals, and their employees. Gross salaries are to be subject to an annual 5 percent deduction, and the same benefits will be accorded the referees and their employees as are now granted to other officers and employees in the judicial branch of the Government. Aside from payments similar to those made by the Government to other persons receiving benefits under the Civil Service Retirement Act, the retirement provisions of this bill will involve no expense to the Government.

The bill provides that a retired referee may be called upon by the district judge to perform such services as he is able and willing to undertake. The retired referee will not by such service return to a salary status. He will continue to receive only his retirement allowance; and all collections for the referee's salary fund and the expense fund are to be transferred into such funds, the same as in other cases administered by the regular referee.

The bill provides that when a vacancy occurs in the office of a referee or when the referee is absent or disqualified to act, another referee in the district may be designated by the judge, or the council may designate another referee from the circuit, or the conference may designate another referee from another circuit to act. These provisions will provide the widest possible latitude for the fullest utilization of the available referee personnel, and they are in accord with the practice of assigning Federal judges from areas where they can temporarily be spared to others that are behind in their calendars.

Salaries of referees' clerks and other assistants are to be fixed by the district of the judicial conference, after taking into consideration the qualifications for similar work in the offices of the clerks of the district courts, so that the salaries may be as nearly uniform as possible. Provision is made for unusual cases that

require prompt action by the referee. In such instances, expenditures may be approved by the district judge, in the event that it is not feasible to secure the prior authorization of the director.

Authorization for the employment of clerical assistance by the referee follows similar provisions by which the clerks of the Federal courts employ their assistants upon the authorization of the director. The inclusion of these provisions will permit the referees to utilize their present skilled personnel, as well as give them a free hand in selecting and discharging their subordinates so as to make sure that they are properly controlled by those who are responsible for their acts.

The franking privilege is granted to the referees and special masters under the act for use in transmitting all official mail, including notices to creditors. Travel, lodging, and subsistence expenses of the referees and their assistants are authorized, subject to the approval of the director. For subsistence, the referees are allowed their actual expenses subject to a maximum of \$7 a day, and their assistants are allowed a per diem of \$6 in lieu of subsistence, just as are most other Government employees. The director, however, may fix such lower limit for assistants as he sees fit.

Other changes provided in the bill are largely conforming changes, which are made necessary in order to facilitate administration of the act.

Mr. President, in conclusion I may say that there is an urgent need for the immediate passage of this bill. It is needed to round out the Chandler Act passed in 1938, particularly in the administration of the so-called relief chapters of the Bankruptcy Act involving municipal readjustments under chapter IX, corporate reorganizations under chapter X, arrangements under chapter XI, real estate arrangements under chapter XII, and wage-earner plans under chapter XIII. All of these are administered before the referee in bankruptcy or a special master under the act. The referee should be in a position to devote his full time and attention to the efficient and skilled administration of bankruptcy cases of all types. His is a specialized service, a necessary service, a career in itself.

This bill has the universal support of everyone interested in good bankruptcy administration. The Judicial Conference has approved the salary system. Credit organizations strongly endorse the bill because they believe it will result in more efficient and economical administration of insolvent estates and will in the end inure to their financial benefit. Their approval is more than significant, for in the last analysis it is the creditors who foot the bill.

With the return to a peacetime economy there is bound to be a return to the normal rate of financial casualties, many of whom will need the assistance and relief now afforded under the Bankruptcy Act. It is of utmost importance that the facilities required to handle those judicial functions be maintained and financed on a basis which will bring credit to the Federal judicial system.



Mr. President, I ask unanimous consent that the unfinished business be temporarily laid aside, and that the Senate proceed to consider House bill 4160, to amend an act entitled "An act to establish a uniform system of bankruptcy throughout the United States," approved July 1, 1898, and acts amendatory thereof and supplementary thereto.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Ohio?

Mr. WHITE. Mr. President, reserving the right to object, if I heard correctly the Senator's request, he has asked that the Senate proceed to consider the bill which he has been discussing. It seems to me, Mr. President, that the request should not be granted. The bill has been on the calendar for practically 4 months. It must have been reached on some call of the calendar and some Member of the Senate must have objected to its consideration. It is 25 pages in length. It deals with a highly technical and complex problem concerning judicial procedure. I submit that we should not temporarily lay aside the bill which the Senate has made the unfinished business, in order to give consideration to the bill to which the Senator from Ohio has referred. I personally know nothing about the merits of the matter, but I cannot believe it to be fair to the Senators who have been handling the reorganization bill, and who have been given assurance that they will have an opportunity to present it fully to the Senate, to have their bill temporarily laid aside for the consideration of other measures.

Mr. HUFFMAN. Mr. President, it is true that House bill 1460 has been on the calendar for some time. It was called up on a prior occasion and was objected to by, I believe, the Senator from Oregon [Mr. CORDON]. I notified him that it would be called up again. I also notified other Senators whom I knew were interested in having changes made in the bill. It is not my purpose to insist upon consideration of the bill, because I do not wish to displace the consideration of the reorganization bill. If there is any objection to my request, I shall not press it.

Mr. LA FOLLETTE. Mr. President, I have been advised that consideration of the measure will consume considerable time, and therefore I cannot agree to the unanimous-consent request to lay aside the unfinished business, because I must make all reasonable effort to proceed with the bill which is now pending before the Senate. Most of the afternoon has been consumed with a discussion of extraneous matters, however important they may be. Therefore, I shall have to object to the Senator's request, because I am advised that consideration of the bill will consume considerable time.

The PRESIDING OFFICER. Objection is heard.

Mr. McCARRAN. Mr. President, I realize that if House bill 4160 is taken up it will necessitate laying aside temporarily the unfinished business. As chairman of the Judiciary Committee I hope, however, that the bill will receive the attention of all Senators, so that at an early date we may be able to take it up when more Senators are present, consider

it, and pass it. The bill has been requested by the Department of Justice, by the Judicial Conference, and by many other bodies. I hope that, in view of the fact that we cannot take up the bill this afternoon, at an early date we may be able to consider it, and in the interim Senators will, I hope, give the matter their attention so that it may be fully considered when opportunity is afforded to the Senate to take it up.

Mr. KILGORE. Mr. President, I join with the chairman of the Judiciary Committee in urging that Senators study the bill, because it proposes a complete change in the present referee system, and merits careful consideration of the Senate.

Mr. McCARRAN. Mr. President, I wish to express my sincere appreciation of the able way in which the bill has been explained by the Senator from Ohio who was assigned to handle the bill on the floor.

#### MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States submitting nominations were communicated to the Senate by Mr. Miller, one of his secretaries.

#### ORGANIZATION OF CONGRESS

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. LA FOLLETTE. Mr. President, in view of the time which has elapsed since the pending measure was under discussion, if a Senator wishes to speak upon the subject I think I should suggest the absence of a quorum.

Mr. HILL. Mr. President, may I inquire of the Senator from Montana [Mr. WHEELER] whether he expects to bring before the Senate the railroad reorganization bill?

Mr. WHEELER. I desire that the Senate take up the reorganization bill. I do not believe that its consideration will require more than an hour of the Senate's time.

Mr. LA FOLLETTE. Mr. President, I wish to be as accommodating as possible, but the Senator knows that the OPA bill will be shortly before the Senate. I am very anxious to have the Senate register its will and judgment on the measure which is now the unfinished business. If I yield an hour here, an hour there, and 2 hours later on, I know full well what will happen to the pending measure. It will be pushed aside for the OPA bill. Therefore I cannot give my consent to the present consideration of other measures. I believe that we should have a quorum call, and then consume at least a brief period of time in the discussion and consideration of the pending measure.

Mr. GEORGE. Mr. President, I do not wish to delay consideration of the pending bill. I give notice, however, that I shall be compelled to offer certain amendments to the bill. While I shall not debate them at very great length, I give notice that I shall offer them. I express the hope that so important a bill as is the pending measure will not be submitted to anything like a final vote at any time during this afternoon.

Mr. LA FOLLETTE. I assure the Senator from Georgia that I had no such anticipation. I was merely replying to Senators who were urging me to lay the measure aside for other bills, and also noting the fact—and this is said without any complaint, because I know the matters under discussion have been very important—that we met at 11 o'clock this morning and very little of the time since then has been given to a consideration or discussion of the pending bill. I may say to the Senator from Georgia that I think many Senators may wish to propose amendments.

Mr. GEORGE. I merely wanted to ask, since I have not had opportunity even to read the bill consecutively until today, that I be permitted to offer an amendment on page 11, one on page 15, and perhaps one on the following page, without prejudice. If someone else should offer an amendment and one should be adopted and a section agreed to, I might be precluded, and I want the night to go over the bill.

Mr. LA FOLLETTE. Certainly; I think the Senator should have that time. All I would suggest to the Senator is that there are one or two committee amendments to which I think there will be absolutely no objection, and I thought perhaps we might dispose of those. I had hoped that perhaps if there were other Senators who might have questions to ask, a quorum would be called and there might be some further discussion of the bill before we recessed for the day.

Mr. GEORGE. That is quite agreeable to me, if it is understood that any committee amendment agreed to would not preclude the offering of another amendment if I decided to offer one.

Mr. LA FOLLETTE. If there were any way to prevent that—and I do not think there is—it certainly would be the furthest from my thought to attempt to preclude any Senator from offering any amendment he might desire to offer to the bill.

As I stated in my opening remarks, I do not pretend that the pending measure is perfect. There are many provisions incorporated in the bill by the committee with which other Senators who consider the same subject may not agree, but the bill is the best the committee could do, with its combined effort, to bring something before the Senate to cover this very important field.

Of course, the Senator from Georgia will be at liberty, as will every other Senator, to offer any amendment he may desire to offer, but I should like to get back to the bill for a little while longer today.

Mr. GEORGE. I have no objection to that.

Mr. LA FOLLETTE. I should like to have the Senate dispose of the committee amendments, to which I do not believe there will be any objection. My point in suggesting the absence of a quorum was in the hope that other Senators might come into the Chamber and some questions might be asked and further discussion of the bill had, thus helping to get along with it.

I suggest the absence of a quorum.



The PRESIDING OFFICER (Mr. McCLELLAN in the chair). The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Alken	Hill	Overton
Andrews	Hoey	Pepper
Austin	Huffman	Reed
Ball	Johnson, Colo.	Robertson
Barkley	Kilgore	Russell
Capehart	Knowland	Smith
Capper	La Follette	Stanfill
Connally	Lucas	Stewart
Cordon	McCarran	Thomas, Okla.
Donnell	McClellan	Thomas, Utah
Eastland	McKellar	Tobey
Ferguson	McMahon	Tunnell
George	Magnuson	Vandenberg
Gerry	Mead	Walsh
Green	Millikin	Wheeler
Guffey	Mitchell	White
Hawkes	Moore	Wiley
Hayden	Murdock	
Hickenlooper	Myers	

The PRESIDING OFFICER (Mr. EASTLAND in the chair). Fifty-five Senators having answered to their names, a quorum is present.

Mr. DONNELL. Mr. President, referring to the bill, S. 2177, I understood the Senator from Wisconsin to indicate that it was his desire that there be a quorum call in order that Senators might have the opportunity to discuss, at least for a time this afternoon, what may occur to them with respect to that bill. There is one matter to which I should like to address myself, and upon which I should like to ask the view of the distinguished Senator from Wisconsin.

Mr. President, I have great difficulty in understanding how the subject of rules for either respective House of Congress is a matter on which the two Houses have any power to enact legislation. To illustrate my point, the bill provides in section 102 that rule XXV of the Standing Rules of the Senate is amended to read as therein set forth.

Again, on page 21, rule XVI, of the Standing Rules of the Senate, is proposed to be amended to read as set forth.

It must be recalled that this is a bill which, by its very provisions, constitutes an enactment by the Senate and the House of Representatives of the United States of America in Congress assembled. Therefore, this bill, if we shall adopt it in the Senate, will not become effective until the House of Representatives shall have passed upon the bill.

It is obvious, as I see it, from the portions of the bill to which I have referred, that the bill undertakes to amend certain specific rules of the Standing Rules of the Senate. The question I have in my mind is whether or not this is at all a matter for legislation, or whether it is a matter solely for determination, as to the Senate, by the Senate itself, and as to the House, by the House itself. I should like to address myself briefly to that proposition.

As I have indicated, the bill calls for action not by one House, but by both Houses of Congress. I take it we would all agree that Congress itself, as an entity, has only such power as is conferred upon it by the Constitution of the United States. I quote from the case of *Dorr v. United States* (195 U. S. 138, at p. 140):

It may be regarded as settled that the Constitution of the United States is the only source of power authorizing action by any branch of the Federal Government.

I need not remind the Senate of the fact that in the Constitution many powers are conferred upon Congress as such. I refer particularly to the long list of powers set forth in section 8 of article I of the Constitution. I refer likewise to the contents of article IV and article V of the Constitution, which confer powers upon Congress. I am not unmindful, likewise, of the fact that powers need not be conferred specifically upon Congress, but may be conferred by necessary implication. But I undertake to say that the doubt which arises in my mind comes from the fact that the determination of rules for each respective House of Congress has not been vested, either directly or by necessary implication, by any portion of the Constitution, in Congress itself.

Someone may ask, Where does the power reside to make rules for the respective Houses of Congress? The ultimate authority for the adoption of rules for each branch of Congress is recognized in the bill itself, because section 101 provides as follows:

The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply.

In other words, I take it that it is recognized by this language—particularly because of the use of the word “respectively”—that each House has the right to determine its own rules. But I need not rely, nor need the Senate rely, upon the wording of this bill, for the Constitution is very clear upon the question as to where resides the rule-making power. I refer to section 5 of article I of the Constitution, which, unlike section 8, which refers to the powers of Congress, is directed to the powers of the respective Houses. I find that section 5 of article I prescribes that—

Each House shall be the judge of the elections, returns, and qualifications of its own Members—

And so forth. Likewise, I find that section 5 prescribes that—

Each House shall keep a journal of its proceedings, and from time to time publish the same—

I find that there is a prohibition in section 5, to the effect that—

Neither House, during the session of Congress, shall, without the consent of the other, adjourn for more than 3 days, nor to any other place than that in which the two Houses shall be sitting.

I find also in section 5 this language:

Each House may determine the rules of its proceedings—

I may say that this particular clause in section 5 is followed by the further words:

punish its Members for disorderly behavior, and, with the concurrence of two-thirds, expel a Member.

It is obvious, as I see it, that this section of the Constitution of the United States vests in each House, respectively, the power to determine its own rules; and the fact that each House does have that power obviously excludes the other House of Congress from the power to participate in the making of such rules.

In the case of *United States v. Ballin* (144 U. S. 1, at p. 5), I find this language:

The Constitution empowers each House to determine its rules of proceedings. It may not by its rules ignore constitutional restraints or violate fundamental rights, and there should be a reasonable relation between the mode or method of proceeding established by the rule and the result which is sought to be obtained. But within these limitations all matters of method are open to the determination of the House, and it is no impeachment of the rule to say that some other way would be better, more accurate, or even more just.

So, Mr. President, I submit, first, that Congress as such—the two Houses of Congress—has only those powers conferred upon it by the Constitution. Second, that the Constitution does not confer upon the two Houses the power of making rules for the respective Houses of the Congress. Third, that specifically in the Constitution of the United States it is stated that each House may determine the rules of its proceedings.

Yet, Mr. President, what have we in this bill? The bill, by the very fact that it is a bill to be enacted by both Houses of Congress, obviously will require action not only by the one House, but by both. We find that in the bill are set forth the illustrative rules which I have mentioned, namely, rule XXV and rule XVI, which are specifically proposed to be amended. So we find, Mr. President, that even though the Senate should devote weeks of labor to the passage of this bill and should undertake thereby to adopt those amendments to its rules, they could not go into effect until after the House of Representatives had determined whether or not it was agreeable to it that the Senate adopt those two amendments to the rules of the Senate.

I submit, Mr. President, that no such result was ever contemplated by the framers of the Constitution of the United States. I submit further that this being a bill, it obviously cannot go into effect until it shall not only have been passed by both Houses of Congress, but shall have received the approval of the President of the United States; or, should he veto the bill, until it shall have been passed by the constitutional majority in each House of the Congress. So we find that if the bill shall be enacted it not only requires, in order to amend the rules of the Senate, that there shall be approval by the House of Representatives of the United States, but that the executive branch of the Government, the President of the United States, shall himself pass upon the question as to whether the rules which the Senate desires to adopt may be adopted by it.

Mr. President, I do not at all intend to imply that the Senate could not, independently of this bill, adopt whatever rules it might deem proper within the limitations indicated in the language which I have read from the case of



United States versus Ballin. The point which is disturbing me and upon which I should like to have the judgment of the distinguished Senator from Wisconsin, who has devoted so much thought to this measure, is this: I should like to have his answer as to whether or not there is any power in the Constitution of the United States by which the Senate is authorized to surrender to the other branch of Congress, and ultimately to share with the President of the United States the framing of the rules of the United States Senate.

To my mind, with all due deference to the distinguished chairman of the committee, for whom I have the greatest respect, the proper way and the constitutional method by which a rule should be adopted by the Senate would be to have the rule brought before the Senate by appropriate resolution, and to have the Senate pass upon the adoption of the rule. To my mind, it is no answer to the proposition which I have presented, that there might be some difficulty in securing the adoption of a rule in this manner. I am not quite certain from the reading of the rules whether it would be necessary to submit to a committee the question of a proposed amendment to the rules. I know that rule XL of the Senate provides as follows:

No motion to suspend, modify, or amend any rule, or any part thereof, shall be in order except on 1 day's notice in writing, specifying precisely the rule or part proposed to be suspended, modified, or amended, and the purpose thereof. Any rule may be suspended without notice by the unanimous consent of the Senate, except as otherwise provided in clause I, rule XII.

It may be, Mr. President, that notwithstanding what would seem to be the rather broad language of the rule which refers to amendments—and again I call attention to the fact that the two illustrations which I used from Senate bill 2177 are stated therein as amendments—possibly it would be necessary to refer a series of amendments, such as the ones set forth in the bill, to an appropriate committee or committees of the Senate. It may be that such reference would be accompanied or followed by some delay, some difficulty, some lack of practical advantage, such as would be possessed by the proposed legislative method.

But I take it that it is true today, as it was when the Supreme Court said it in the Ballin case, that "to say that some other way would be better, more accurate, or even more just" does not alter the proposition that under the Constitution of the United States the Senate itself has the power to prescribe the rules of its proceedings.

Mr. President, I may be in error in these views. I have attempted to outline them upon a rather hasty consideration of the matter. I am fully aware, I think, at least to some extent, of the difficulties which might face the chairman of the committee, who has so valiantly labored in this matter, if the matter were presented to the Senate in the way I have indicated.

But I desire to have him tell the Senate, if he will, the basis on which he thinks the rules of the Senate are the proper subject of a legislative measure

which would require the approval of both Houses of the Congress and, ultimately, signature by another branch of the Government, to wit, the executive department, the President of the United States. I know that all of us will be pleased to hear from the Senator from Wisconsin with respect to this question.

Mr. LA FOLLETTE. Mr. President, I hesitate very much to endeavor to argue the Constitution of the United States with the able Senator from Missouri. However, I wish to say that I see nothing in the procedure or the method employed in this bill which in anywise contravenes the Constitution.

First of all, I should like to point out that the section of the Constitution to which the Senator has referred, provides that—

Each House may determine the rules of its proceedings, punish its Members—

And so forth. Nothing in that provision requires that the two Houses adopt their rules separately from each other, or prohibits cooperation between the two Houses, whenever they may desire to have procedures which are joint in nature.

I should also like to call the Senator's attention to the fact that many of the rules governing printing are contained in statutes, and broad power has been delegated to the Joint Committee on Printing to carry out the provisions of those statutes.

Frankly, I find it difficult to conceive of any surrender of its rule-making power which the Senate will make if it enacts the pending measure. It is true that the bill contains provisions which apply exclusively to the Senate, and that in the due course of the legislative process, if the bill is passed by the Senate, it will go to the House of Representatives for consideration. But no power would thereby be surrendered to the House of Representatives to modify the sections which pertain to the Senate rules, and the Senate would still retain the right to reject any attempt by the House, if it were to make such an attempt, to invade that field. As a matter of fact, I feel very certain that the House of Representatives would not do that, because of the comity which has always existed between the two Houses; and it was in keeping with that rule of comity that the special committee left out from the purview of this measure the joint committee's recommendations with regard to House committees or rules which apply solely to the House, because we assumed that that was the sole right and prerogative of the House.

In the third place, let me say that the Senator from Missouri seems to feel that by passing this bill the Senate would in some way be surrendering to the Executive its rule-making power. I cannot follow the Senator's logic in that respect, because when this bill is passed by the Senate and is passed by the House and goes to the White House, the only power the President will have will be either to sign it or to veto it. If he signs it, he will not have interfered with the rule-making power of either the Senate or the House of Representatives. If he vetoes the measure, he will not have

accomplished a single change in the rules of either House.

So I fail to follow the Senator's reasoning that in providing for changes in the rules, either House will have surrendered its rule-making power to the other, or that jointly they will have surrendered it to the President, simply because, in order for this measure to become law, the President has the power, under the Constitution, either to sign it or to reject it.

Mr. VANDENBERG. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. VANDENBERG. I have just been handed the Manual of Rules and Practices of the House of Representatives, and I find the following statement which seems to have a substantial bearing on that point. I read from page 21:

The two Houses of Congress adopted in the early years of the Government joint rules to govern their procedure in matters requiring concurrent action, but in 1876 these joint rules were abrogated.

In other words, I judge from that notation that for the first 85 years of the history of our Government there was joint action establishing joint rules in respect to some of the actions of the House of Representatives and the Senate.

Mr. LA FOLLETTE. Mr. President, it is my understanding that such joint rules existed until approximately 1870, and they were certainly adopted at a time when there were in Congress many persons who were familiar with the drafting of the Constitution. So far as I know, no question was ever raised that any violation of the Constitution was involved in the action of the two bodies in acting together.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. FERGUSON. I merely wish to bring up one point which I think answers the Senator from Missouri, namely, that by the provisions of the bill the Senate does not purport to surrender any of its rights under the Constitution. I read from page 5, in line 6:

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

In other words, the Senate, having full power over its own rules, reserves that power unto itself, even though it agrees to the provisions of this measure.

I think we must analyze the pending measure as a whole. It has four parts, really. We deal with three at the present time, but it is anticipated that finally there will be a fourth.

First, we have the Senate rules. At present, we do not even purport to put the House rules in the measure. But we have the Senate rules. Then we have joint rules which can be adopted by concurrent resolution. But by retaining full power and authority over the rule-making function and by including the provision I have read from page 5, we do not surrender anything. We merely say that, with this full power, we wish to put the rules of the Senate, the rules of the House, the joint rules of the House



and Senate, and certain legislation into one package which we wish to become the law, and therefore we realize that we can change it without the consent of the President or with the consent of the President, if we so desire. But by permitting the President to sign the bill, we are not surrendering any right which we have. Neither are we passing an unconstitutional measure, in the sense that the Supreme Court could rule that the President has no power to sign such a measure. In other words, when we pass it, we carry out the mandate of the Constitution that the Senate approve its own rules. The House, by passing the bill, will approve its own rules. When both the House and the Senate pass the bill, they will approve the joint rules.

So I do not think we shall be doing violence to or violating the Constitution when we take action in the manner proposed, because in the measure we recognize that we have the power, and we are exercising it. The mere fact that we are allowing someone else to pass on the matter does not do violence to the Constitution.

Mr. LA FOLLETTE. Mr. President, I fully agree with the two Senators from Michigan. Let me say that the day after this bill becomes law, every rule pertaining to the Senate could be changed or modified by a majority of the Senate. The House could take similar action in respect to its rules.

I really think it is a superabundance of caution to put into the measure the reservation which has been referred to, because I do not think anything can derogate the right of either House to change its rules at any time a majority of either House desires to do so.

Let me call attention for a moment to the provision on page 34. Perhaps it is a minor matter, but it serves to illustrate the point. That provision reads as follows:

#### RECORDS OF CONGRESS

SEC. 132. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation.

Let us assume that that provision is on the statute books. Let us assume that the first time it was tried, either the Secretary of the Senate or the Clerk of the House of Representatives, as the case might be, went to the chairmen of the respective Rules Committees and said, "We find it is too onerous a job, and we do not think it is working out very well." If the House Rules Committee or the membership of the House agreed, they could modify the rule without the consent of the Senate—or in the case of the Senate, without the consent of the House, as the case might be. So I cannot see that anything is surrendered to anyone. I cannot see how we are violating the Constitution inasmuch as we are not surrendering the rule-making power of the House or of the Senate to anyone, not even to the President of the United States, because the only thing which he could do which would in any way contravene the action of the House in con-

nection with this legislation would be to veto it, in which case he would not have effected the locus of the power to change the rules of either House of Congress.

Mr. WHITE. Mr. President, it seems to me that we are being asked not to trust the Constitution. The Constitution provides that we may make our own rules. It does not provide how we shall make them, nor limit them. We make them. I assume that the Constitution gives us authority to make the rules while acting alone, or in concurrence with, or by the approval of the other body. I am not disturbed at all about the constitutional question which has been raised.

Mr. LA FOLLETTE. I thank the Senator from Maine for his statement. I appreciate the fact that the Senator from Missouri [Mr. DONNELL] has raised the point in order that we may all have an opportunity to express our view on his very important question.

Mr. DONNELL. Mr. President, when the Senator has completed his discussion on this point I should like very briefly to make mention of two or three other matters which I think should be presented to the Senate.

Mr. LA FOLLETTE. I have concluded what I had to say on the question which the Senator asked me.

Mr. DONNELL. I wish to say, Mr. President, that I very greatly appreciate the contribution which has been made by the four Senators who addressed themselves to this matter, namely, the Senator from Wisconsin [Mr. LA FOLLETTE], the senior Senator from Michigan [Mr. VANDENBERG], the junior Senator from Michigan [Mr. FERGUSON], and the senior Senator from Maine [Mr. WHITE].

With respect to certain of the matters presented by those Senators, I wish to make a few suggestions. In the first place, the Senator from Wisconsin pointed out that section 5, article I of the Constitution, does not use the mandatory language, "Each House shall determine the rules of its proceedings," but uses only the language, "Each House may determine the rules of its proceedings."

Mr. President, as I see it, and as I have tried to submit it to the Senate, the power of Congress itself does not extend beyond that which is conferred upon it. Regardless of whether the words "may determine", as they are used in section 5 of article I of the Constitution are mandatory or merely directory, the fact remains that the portions of the Constitution which confer power upon the Congress do not, it seems to me, either expressly or impliedly, confer a power upon the Congress to make separately the rules for the two Houses.

Furthermore, Mr. President, I submit that the only provision pertaining to the rule-making power in the Constitution, as I recall it, is that which I have quoted, which implies that it is an exclusive provision, and certainly if one House has the power to make its own rules, the other House does not have the power to impinge or infringe upon the power of the first House to make those rules.

Mr. JOHNSON of Colorado. Mr. President, will the Senator yield?

Mr. DONNELL. I yield.

Mr. JOHNSON of Colorado. As I understand the situation, the two Houses could pass legislation with reference to rules, but they could not prevent, for example, the House of Representatives from changing such rules. It seems to me that the question is an academic one. Suppose the two Houses of Congress should pass the pending bill, or any other bill providing for the making of rules for the two Houses, and suppose further that either one of the two Houses did not like the rules which had been made, what would prevent it, under the permission section of the Constitution, from changing the rule back to the form in which it wanted it to be?

Mr. DONNELL. Mr. President, I think the Senator is quite correct in indicating that there is nothing to prevent either House from changing immediately the rules which have been adopted. The proposition to which I addressed myself is that Congress has no power to make rules unless we can find such power in the Constitution. The question I raised was, Where, if at all, is this power to be found within the Congress?

Mr. President, with respect to the citation mentioned by the senior Senator from Michigan, from page 21 of the House Rules, I must say that I have not seen it. But, as I understood the Senator, I observed from his reading this afternoon that the citation referred to joint rules. I undertake to assert, Mr. President, that there may be a very decided difference between joint rules and separate rules for each House. Indeed, the provision that each House may determine the rules of its proceedings does not specifically mention joint rules at all. It may be held, Mr. President, that under the broad legislative powers, particularly the general powers to make rules which will be necessary and proper in carrying into execution the powers previously vested in section 8, article I, of the Constitution, there may be some power to make joint rules, though there is no power given to the two Houses of Congress to make rules for each of its separate bodies.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. DONNELL. I yield.

Mr. FERGUSON. Does not the Senator believe that when each House has the right to make its own rules it has the right and authority to participate in making joint rules? When each House consents to those rules they become the rules for the House to which they apply, and therefore the power to make them is included in the section which permits the two Houses to make rules for themselves. The mere fact that they may desire to join in the making of a rule does not in any way act, in my opinion, as an interference with the clause giving them power to make their own rules. We can deny the right to the two Houses to join in fixing the rules, or we can allow them to make rules separately. I cannot see that the provision of the Constitution to which the Senator has referred is done violence in any way.

Mr. DONNELL. Mr. President, I appreciate the Senator's views, and I may say that he may be entirely correct. I



can see the debatability of the proposition.

With regard to the point presented by the junior Senator from Michigan [Mr. FERGUSON], and also by the Senator from Wisconsin [Mr. LA FOLLETTE], that Senate bill 2177 does not surrender any rights because of the reservation contained in it giving to either House the right to change the rules, I submit that by the passage of this bill the Senate itself does not determine the rules of its proceedings. The Senate itself is giving to the other House of Congress the right, certainly for a period of time necessary for that House to consider the rule, to determine whether or not it will join with the Senate in the rule which the Senate has expressed itself to be in favor of. In other words, while the Constitution provides that each House may determine the rules of its proceedings, I submit that, by the passage of the pending bill, we would not thereby determine our proceedings, because we would be sending the bill to the other House which would have within its power the right to amend, if it deemed proper or desirable, the rule which the Senate had determined to be proper for the Senate.

Mr. President, I greatly appreciate the courtesy of the Senate in listening to the presentation which I have made. I can very well see the other side of the argument, and it may well be that the Senators who have taken that side are correct in their views. My position, however, is that the matter should be presented to the Senate for its consideration.

Mr. VANDENBERG. Mr. President, I wish to ask the Senator a question with reference to section 126 of the bill which reads:

No bill or resolution, and no amendment to any bill or resolution, to establish or to continue a special or select committee, including a joint committee, shall be received or considered in either the Senate or the House of Representatives.

My first question to the Senator is, this: If that were the present law, would it have been impossible for the Senate to have set up, for example, a special committee to deal with the subject of atomic energy?

Mr. LA FOLLETTE. Yes; except as the Senate has suspended the rules for that purpose. While the Senator was at lunch today at the White House, I discussed this matter with other persons. It does not, of course, affect any joint committees which may now be in existence, such as, for example, the Joint Committee on Internal Revenue Taxation. It would not affect the Joint Committee on Atomic Energy. However, if we were confronted today with this rule, and the subject of atomic energy suddenly loomed on the horizon, and it was felt to be necessary to create a select or a special committee of either the Senate or of the other House, or a joint committee of both Houses to consider that highly important subject, it would be necessary for the Senate and the House, if the committee were to be a joint committee, to suspend their rules or, if the committee were to be a special committee of either House, it would be necessary for the House concerned to suspend its rules.

Mr. VANDENBERG. In other words, the purpose of section 126 is to frown, so far as it can, upon that method of approach to legislation?

Mr. LA FOLLETTE. The committee came to the conclusion that if we could reorganize the committees, and staff them adequately, it would be in the interest of orderly and efficient legislative procedure to have the standing committees or subcommittees thereof conduct studies and investigations, because, after all, if legislation is to flow from these activities, normally the select or joint committees do not have legislative power, and it is often necessary for the standing committee to thrash over much of the straw and the wheat that has been thrashed over by a special or select joint committee, as the case may be.

However, I express it as my opinion, for whatever it may be worth, that at any time when a matter of great consequence, such as atomic energy was when it first became a subject for consideration, and still is, for that matter, I have no doubt that the Senate and the House would suspend the rules to meet a situation of that kind.

The reason why we have drawn this tight ban is that we know full well, from long experience, that unless there is a ban, to obviate which very extraordinary action such as suspending the rules is required, we will not check the tendency to appoint select committees of both the House and Senate, and joint select committees, of which we now have a considerable number in both Houses, and I anticipate that as time goes on, unless the action here proposed is taken, they will multiply in geometric progression.

Mr. VANDENBERG. I can understand the purpose the Senator and his committee had in mind. Among other purposes, I assume, it is in line with the purpose to limit and concentrate the service which individual Senators themselves give to the problems assigned to their responsibility. On the other hand, I think this is one of the few places in the bill where I am not sure I agree with the philosophy of my able friend from Wisconsin.

Mr. LA FOLLETTE. Assuming that there eventually will be some kind of reorganization of the House committees, or even if there is not, the bill does encourage joint action by the committees of opposite number in the two Houses.

The Senator has put his finger on one aspect of the situation, and I tried to mention the other. If he will look at the committee assignments of Senators in the Directory, he will find that a great many Senators are now serving on select and special committees and joint committees. Our effort in this bill is to reduce the committee burden of Senators, so far as the multiplicity of committees is concerned, to the point where they will have sufficient time to discharge their full responsibilities to the committees upon which they serve.

I hope the Senator will give further consideration to the statement which I have made, which may not be a complete answer from his standpoint, but I think if a subject of vital importance comes up, and it is obvious that a special committee should be created, there will not

be undue difficulty in having the rules of either House suspended for that purpose. But I fear that if we did not have this ban we might conceivably reorganize and reduce the Senate committees, and find our whole purpose and object defeated by a rash of select and special committees in the future, which would put us right back where we started.

Mr. VANDENBERG. Will the Senator give me the citation in the bill where joint hearings are encouraged?

Mr. LA FOLLETTE. Section 122 provides:

The standing committees of the two Houses are authorized to hold joint hearings with respect to the subject matter within their respective jurisdictions.

Mr. VANDENBERG. I had not seen section 122. That goes a long way toward answering the thought I had in mind, for it seemed to me that in attempting to streamline the efficiency of congressional action there were many points at which the only possible practical approach was through an elimination of needless duplication between the House and Senate of activities in respect to legislation.

I particularly had in mind the precise point which is covered by section 122. So that my distinguished friend disarms me substantially by his reference to that section. However, I would not want section 126 to be read as meaning that we do not recognize that there may be extraordinary situations, of which the best illustration at the moment is the control of atomic energy, which are better served by special and select committees, and perhaps by joint committees.

Mr. LA FOLLETTE. I grant that point, and have conceded it in the brief time we have been able to devote to the consideration of the bill today. I have conceded the point several times, but I have also contended that when an issue or a problem of similar magnitude arises, it will not be difficult to get the respective House which may be concerned, or both Houses, to suspend the rules.

Furthermore, section 122 is designed, by giving blanket authority for joint action, to eliminate the necessity for special action to bring the opposite number committees of the two Houses together, and it is our hope that that practice will grow, and, as a result, that it may save the time of witnesses and of administrative officials, and may help to bring into better coordination the relationship of legislative activities in the fields of joint committees as they may come to collaborate.

The Senator from Michigan and I have seen perhaps the best example of that in the work of the Joint Committee on Internal Revenue Taxation.

Mr. VANDENBERG. I thank the Senator for his statement, and I think our viewpoints are in substantial agreement.

I take my seat, but before I do so I should like to say to my able friend from Wisconsin that, while in his long career as a Senator he has often rendered spectacular and distinguished service, I doubt whether he has ever put the Senate and the country under greater obligation to him than in the amazingly constructive and able way in which he



has led his special committee in the presentation of the legislation now proposed.

Mr. LA FOLLETTE. I wish to express my humble but heartfelt appreciation for those very kind words from my friend from Michigan.

Mr. President, I should like to make a brief statement concerning the question of the director of personnel, because I think there has been some misapprehension and perhaps some misunderstanding. Frankly, the purpose of creating this office is to secure primarily a job classification study and provisions for tenure and retirement for the employees of the housekeeping departments of the Congress.

I wish to emphasize that in the first place the director is to be chosen by the majority and minority leaders of the House and Senate. So that I, personally, and I am sure every member of the joint committee and the special committee, felt that we were placing the selection of this person in the hands of men who could be trusted to secure an individual of ability and experience in the field of personnel work, who would of necessity cooperate with the committees and with the Congress in the selection of personnel.

Secondly, I wish to point out that, so far as the four permanent staff members of each committee are concerned, prior to the creation of the office of personnel director and the selection of the director, the committees are authorized to make those appointments at the beginning of the next session of the Congress. So that they would have freedom to act on their own before the director was selected. After he is selected, the committee still retains the appointive power. But we have provided, in order to obtain continuity of service, in order to obtain the type of men and women who can render consecutive service to these committees, that they should be appointed on the recommendation of the Director of Congressional Personnel.

So far as all the other employees who would be affected by the creation of that office are concerned, let me emphasize that all that the Director of Congressional Personnel is authorized to do after he is appointed, as the result of agreement between the majority and minority leaders of both Houses, is to make a study and to submit recommendations to the Congress, which it may reject in their entirety, or which it may modify as suits the desires of the majority of either or both Houses of the Congress.

I wanted to make that statement because I think there is apprehension, and misapprehension, on the part of some of the present employees of both the House and Senate in this regard. As a matter of fact, so far as I am personally concerned, one of the things I hope will come out of the creation of a Director of Congressional Personnel and a study of the job classification is that some of the grave injustices which now exist, and which the committee unearthed in its study of this problem, as between the employees of the House and the Senate and as between the employees of the Senate and the House, will be remedied. I wanted to emphasize that point briefly.

Mr. OVERTON. Mr. President, will the Senator yield on that point?

Mr. LA FOLLETTE. I yield.

Mr. OVERTON. The secretary of a Senator who is chairman of a committee becomes, as it were, ipso facto clerk of that committee to a very large extent, does he not?

Mr. LA FOLLETTE. There are two analogies that I have in mind in our present situation. One is the staff of the Committee on Appropriations. The changing of the chairman of that committee does not bring about a change in the personnel of the permanent staff. The same thing is true of the staff of the Joint Committee on Internal Revenue Taxation. Ordinarily and with the exception of one or two committee in the Senate, the staff of the committee moves around with the chairman. We want to get away from that. I mean, for instance, if Senator A becomes chairman of a certain committee his staff becomes the staff of that committee. If a vacancy occurs in the chairmanship of some other committee which Senator A prefers to the chairmanship which he now occupies, he moves over to the second committee and takes the staff with him, and the incoming chairman brings his staff in to serve the committee of which he assumes the chairmanship.

Mr. OVERTON. What does the Senator include in the word "staff"?

Mr. LA FOLLETTE. Four experts in the field of the legislative province of the reorganized committee, as well as several clerks who are to serve the staff. I mean by that stenographers.

Mr. OVERTON. The word "staff" does not embrace the clerks of the committee?

Mr. LA FOLLETTE. No; it does not embrace the force of the chairman of the committee. One analogy we have now is the Finance Committee. There has been a provision in the legislative appropriation bill for many years that the majority should have a certain staff and that the minority should have one expert.

Mr. OVERTON. There is nothing in this bill, is there, that in any way affects the clerks employed in a Senator's office?

Mr. LA FOLLETTE. No.

Mr. OVERTON. Not even when the Senator becomes chairman of a committee and his clerks are carried in the appropriation bill as clerks of the committee of which he is chairman?

Mr. LA FOLLETTE. The chairmen of committees would be in the same position as a Senator who did not have a chairmanship. He would have his staff separate from these four.

Mr. OVERTON. I think I follow the Senator. I thank him.

Mr. LA FOLLETTE. The Senator has certainly seen the very marvelous work done by what we might call to all intents and purposes the permanent staff of the Senate Appropriations Committee. That is what we are seeking to create for all the reorganized committees; and, so far as the Appropriations Committee is concerned, we are proposing to give each standing subcommittee of the Appropriations Committee four experts, to increase their present staff in order to take care of the enormous loads, and also to permit them to have continuous oversight into

the manner in which the appropriations they have authorized are being expended.

Mr. OVERTON. Are the staff members now carried on the pay roll of the chairman of the committee?

Mr. LA FOLLETTE. Of the Appropriations Committee?

Mr. OVERTON. Of the Appropriations Committee and of the Finance Committee? Are they the two committees that have staffs of experts?

Mr. LA FOLLETTE. With respect to the staff of the Finance Committee, I have forgotten what the majority has, but the minority has one person who may be selected as the staff or research assistant. But the Joint Committee on Internal Revenue Taxation, of course, has its own independent staff which would not be affected by this bill. I was simply citing the Appropriations Committee as being an example of what we are trying to do. We are trying to extend that principle and that service to the reorganized committees, but, of course, we are not giving them as many as we give to the Appropriations Committee because we recognize that that committee has the heaviest legislative load of any committee.

Mr. OVERTON. Who now selects the staff members? Does the chairman of the committee?

Mr. LA FOLLETTE. Of the Committee on Appropriations?

Mr. OVERTON. Yes; or any other committee which has staff members.

Mr. LA FOLLETTE. The only committee on which I am now serving that has any persons who might be called staff is the Finance Committee, and the chairman makes the appointments now, but has always accorded the minority of the committee the right to select the person who serves the minority.

Mr. OVERTON. While I am a member of the Appropriations Committee, I do not know what the plan of appointment is in the Appropriations Committee. I know they are very efficient men, and they have been with the committee for a good many years.

Mr. LA FOLLETTE. I am not a member of the Appropriations Committee, as the Senator knows, but I assume that the appointment is probably made by the chairman of the committee. I am not sure, however, but that certain of the staff of the committee may be carried under the language "so long as held by the present occupant," as we have done in a number of cases, and, therefore, may have some statutory standing. But under this proposal the committee itself would make the appointment, on the certification and recommendation of the director of personnel.

Mr. OVERTON. The bill provides that—

No person shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation of the Director and certification by him that such person is qualified for such office or position.

Therefore, no one could be appointed unless he had the certificate of the Director as to his qualifications.

Mr. LA FOLLETTE. That is a provision which is to be contained in the plan which the Director submits. That is not



to be adopted now. Beginning with subsection (d) of section 201, the Director is to prepare a plan for a modern personnel system for all employees of the Senate and the House of Representatives. In subsection (e) are set forth the things which the plan must contain; but that is subject to approval, amendment, change, or rejection by the House and Senate when he submits his plan. The only place he is given any power in this bill, if and when he is selected by the four members representing the House and Senate, is in that provision by which he is to have the power to make recommendations for the committee's staff, the four men about whom we have been talking. Before he is selected the committee itself has that power.

Mr. OVERTON. I thank the Senator.

Mr. LA FOLLETTE. Mr. President, some criticism has been made with respect to the provision for the adoption of a congressional budget. The date of April 15 has been fixed as the final date not later than which this budget should be adopted. It has been pointed out that the Joint Committee on the Economic Report, created in the full employment or maximum employment bill—which ever one may choose to call it—is required to report not later than May 1, and therefore some persons have expressed apprehension that the budget might be adopted prior to the time that committee had made its report. As I understand the legislative history of that measure, although I did not serve on the committee which considered it, when it was first introduced it provided that the report should be made on the 1st of March. As it came from the committee it was the 1st of April. As it came from the conference it was the 1st of May. So, in order to relieve any apprehension that that report will not be in time to be considered by the four committees which are to recommend this budget to the Congress, I wish to submit an amendment which would amend the Employment Act of 1946 by providing that the Joint Committee on the Economic Report shall make its report on March 15 instead of May 1. I ask that the amendment be printed and lie on the table.

The PRESIDING OFFICER (Mr. HUFFMAN in the chair). Without objection, the amendment will be received, printed, and lie on the table.

Mr. LA FOLLETTE. Mr. President, I should like to dispose of the committee amendments, to which I think there is no objection.

The PRESIDING OFFICER. The clerk will proceed to state the committee amendments.

The first amendment of the Special Committee on the Organization of Congress was, in section 102, on page 8, after line 13, to strike out:

10. Bureau of Standards, including standardization of weights and measures and the metric system.

The amendment was agreed to.

The next amendment was, in section 102, on page 13, line 6, after the word "signals", to insert "life-saving equipment", so as to read:

10. Measures relating to the regulation of common carriers by water and to the inspection of merchant-marine vessels, lights

and signals, life-saving equipment, and fire protection on such vessels.

The amendment was agreed to.

The next amendment was, in section 102, on page 13, after line 18, to insert 18. Bureau of Standards including standardization of weights and measures and the metric system.

The amendment was agreed to.

The next amendment was, in section 102, on page 14, line 20, after the name "United States", to strike out "other than private for damages", so as to read:

17. Measures relating to claims against the United States.

The amendment was agreed to.

The next amendment was, in section 102, on page 14, after line 20, to insert:

18. Interstate compacts generally.

The amendment was agreed to.

The next amendment was, in section 102, on page 24, after line 14, to strike out:

#### PRINTING

SEC. 104. Paragraphs 1 and 2 of rule XXIX of the Standing Rules of the Senate are amended by striking out the words "Committee on Printing" and inserting in lieu thereof the words "Committee on Rules and Administration."

#### RULES

SEC. 105. (a) Paragraph 2 of the XXXIV of the Standing Rules of the Senate is amended by striking out "Committee on Rules" and inserting in lieu thereof "Committee on Rules and Administration."

(b) The second paragraph of rule XV of the Standing Rules of the Senate is hereby repealed.

The amendment was agreed to.

The next amendment was, in section 124, on page 27, line 19, after the word "committee," to strike out "proceedings" and insert "action", so as to read:

(c) Each such committee shall keep a complete record of all committee action. Such record shall include the attendance of members at committee sessions and a record of the votes on any question on which a record vote is demanded. Such record votes shall be printed in the CONGRESSIONAL RECORD.

The amendment was agreed to.

The next amendment was, in section 125, on page 29, after the word "committee", to insert "during any Congress", so as to read:

#### COMMITTEE POWERS

SEC. 125. (a) Each standing committee of the Senate and of the House of Representatives, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of their respective Houses (except that the provisions of this subsection shall not be applicable to committees of the House of Representatives during any period in which the House of Representatives is in adjournment sine die), to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the con-

tingent fund of the Senate or the House, as the case may be, upon vouchers approved by the chairman.

The amendment was agreed to.

The next amendment was, in section 129, on page 31, line 23, after the word "each", to insert "regular", so as to read:

#### ESTIMATES OF RECEIPTS AND EXPENDITURES

SEC. 130. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation report to their respective Houses the estimated overall Federal receipts and expenditures for the ensuing fiscal year. Such report shall be made within 60 days after the opening of the session or by April 15, whichever first occurs.

The amendment was agreed to.

The next amendment was, in section 201, on page 36, after line 5, to strike out:

(2) make a complete study of overlapping and duplicating services within the legislative establishment and prepare a plan for the establishment under unified management of (A) a central disbursing and auditing office (including provision for standardization of committee travel and per diem allowances); (B) a central document room; (C) a central mailing room; (D) a central post office; and (E) a central service management for all the Capitol buildings and grounds.

And insert:

(2) make a complete study of overlapping and duplicating services within the legislative establishment and prepare a plan for the establishment under efficient management of (A) the disbursing and auditing offices (including provision for standardization of committee travel and per diem allowances); (B) the document rooms; (C) the mailing rooms; (D) the post offices; and (E) service, facilities for all the Capitol buildings and grounds, including police, janitors, and guides.

The amendment was agreed to.

The next amendment was, on page 38, after line 15, to strike out:

SEC. 203. (a) Effective January 1, 1947, the annual salaries of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 percent.

And insert:

SEC. 203. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 percent; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

The amendment was agreed to.

The next amendment was on page 47, line 7, in the heading, to strike out "Expenditure analysis" and insert "Administrative management analyses", so as to read:

Administrative management analyses by Comptroller General.

The amendment was agreed to.

The next amendment was, in section 211, on page 47, line 10, after the word "an", to strike out "expenditure" and insert "administrative management"; and in line 14, after the word "been", to strike out "carelessly or extravagantly"



and insert "economically and efficiently", so as to read:

SEC. 211. The Comptroller General is authorized and directed to make an administrative management analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, and to each of the majority and minority policy committees, of the two Houses.

The amendment was agreed to.

The next amendment was, under the heading "Part 3—Provisions relating to Capitol and policy committees," on page 49, line 22, in the heading, to strike out "House and Senate Chambers" and insert "caucus rooms and restaurants," so as to read:

Remodeling of caucus rooms and restaurants.

The amendment was agreed to.

The next amendment was, in section 241, on page 50, line 1, after the word "remodeling", to strike out "(a) of the Chambers of the two Houses of Congress so as to provide improved acoustics, better lighting, and adequate gallery facilities; (b)" and insert "(a)"; and on page 50, line 7 after the word "and", to strike out "(c)" and insert "(b)", so as to read:

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion-picture or other visual displays on matters of national interest; and (b) of the Senate and House restaurants to provide for more convenient dining facilities.

The amendment was agreed to.

Mr. HILL. Mr. President, what was the reason for striking out "House and Senate Chambers"? Are they taken care of in some other legislation?

Mr. LA FOLLETTE. Between the time the bill was written and the time it was reported, that work had been authorized, or inadvertently—I cannot remember which—we were not advised when we drafted the bill, and before it was introduced, that that work had been authorized. It is authorized; and if we ever get out of here long enough I hope something will be done about it.

The PRESIDING OFFICER. The clerk will state the next committee amendment.

The next amendment was, in section 247, on page 53, after the numerals "205", to insert "(a), (b), and", so as to read:

#### EFFECTIVE DATE

SEC. 247. This title shall take effect on the date of its enactment; except that sections 205 (a), (b), and (c), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

The amendment was agreed to.

The next amendment was, in section 423, on page 70, line 18, after the words

"date of", to strike out "approval of this title" and insert "enactment of this act", so as to read:

SEC. 423. From and after the date of enactment of this act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

The amendment was agreed to.

The next amendment was, in section 424, on page 71, line 9, after the word "accruing", to strike out "after the date of approval of this title" and insert "on and after January 1, 1945", so as to read:

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws.

The amendment was agreed to.

The next amendment was, on page 84, after line 10, to strike out:

#### TITLE VII. SELF-GOVERNMENT FOR THE DISTRICT OF COLUMBIA CHARTER COMMISSION

SEC. 701. There is hereby established a District of Columbia Charter Commission (hereinafter referred to as the "Commission") to be composed of five members appointed by the President, by and with the advice and consent of the Senate. No person shall be eligible for appointment as a member of the Commission unless he shall have been a resident of the District of Columbia for a period of at least 5 years next preceding the date of his appointment. The President shall designate one of the members as Chairman of the Commission. A vacancy in the Commission shall not affect the power of the remaining members to execute the functions of the Commission. Members of the Commission shall be paid compensation at the rate of \$25 for each day engaged in the business of the Commission. The Commission shall have the power to employ and fix the compensation of such clerks and other employees, to accept such voluntary and uncompensated services, and to make expenditures as may be necessary for carrying out the provisions of this title.

#### PREPARATION OF CHARTER

SEC. 702. The Commission is authorized and directed to prepare a proposed charter for the District of Columbia designed to provide a form of municipal government not inconsistent with the provisions of article 1, section 8, clause 17, of the Constitution of the United States which will, in its opinion, best serve the needs and requirements of the District of Columbia. The Commission is authorized and directed to receive and consider suggestions as to the substance and form of such proposed charter submitted to it by or on behalf of any resident or group of residents of the District of Columbia or by or on behalf of any citizens' association or civic organization composed of residents of the District of Columbia.

#### CHARTER REFERENDUM

SEC. 703. When the Commission shall have completed the proposed charter, which shall in no event be later than 6 months after the date of enactment of this act, the Commission is authorized and directed to provide for

holding an election as hereinafter provided for the purpose of affording to residents of the District of Columbia an opportunity to vote at a popular referendum upon acceptance of the charter. Such election shall be held on a date, to be designated by the Commission, which shall not be less than 9 months or more than 12 months after the date of enactment of this act.

#### VOTING PLACES

SEC. 704. At least 30 days prior to the date fixed for the election, the Commission shall by order designate the voting place for each election precinct, which place shall be selected with a view to the convenience of the voters in such precinct, and shall select the necessary election officials for each election precinct. Such order shall also state the day and date of the election, the hours during which places of voting will be open, and such other information as the Commission deems desirable.

#### BALLOT AND CONDUCT OF ELECTION

SEC. 705. The Commission shall prepare a suitable ballot for such election, and instructions for voting to be distributed with such ballots. Such instructions shall contain a digest of the proposed charter and such other data as the Commission deems appropriate. The Commission shall direct and instruct all election officials in their duties, and shall make rules and regulations for the printing and distributing of ballots and instructions, the conduct of elections, the canvass of votes, the delivery of returns, and such other rules and regulations as may be necessary to carry out the purposes of this title.

#### ELECTION BOOTHS

SEC. 706. The Commission shall provide suitable election booths, ballot boxes, and other equipment or materials necessary to carry out the provisions of this title.

#### ELIGIBILITY TO VOTE

SEC. 707. All citizens of the United States 21 years of age and over who claim no place of legal residence for voting purposes outside the District of Columbia, and who either (1) pay income or real or personal property taxes in the District of Columbia, or (2) have resided within the District of Columbia continuously for 5 years next preceding the date of their registration as provided in section 708, shall be qualified to vote at the election provided for by this section: *Provided*, That no person shall be eligible to vote (1) whose name is not on the official register provided for in section 708; (2) who has been convicted of an electoral crime or a felony, unless pardoned; (3) who is living on public charity or who is an inmate of a public charitable institution; or (4) who is an inmate of a public or private institution for the insane, or who has been judicially declared insane.

#### OFFICIAL REGISTER

SEC. 708. The Commission shall, not later than 8 months after the date of enactment of this act, provide for the establishing of an official register, and for the registration of persons possessing the qualifications prescribed in section 707, who desire to vote in the election herein provided. Facilities for such registration shall be provided by the Commission at not less than 12 conveniently located places in the District of Columbia, and detailed instructions for registration shall be published by the Commission. Such official register shall be closed 30 days prior to the date fixed for such election, and no registration shall thereafter be permitted. For the purposes of this title the Commission shall divide the District of Columbia into numbered voting precincts, conveniently located, each of which shall be composed of compact, contiguous territory. Prior to the date fixed for the election, the Commission shall provide the election officials in each



precinct with a list of the registered voters qualified to vote therein.

#### TABULATION OF VOTES

SEC. 709. As soon as all returns from such election are received the Commission shall tabulate such returns, and shall transmit the results thereof to the Congress. No charter proposed pursuant to this title shall have any force or effect unless enacted into law by the Congress.

#### PENALTIES

SEC. 710. Any person who knowingly misrepresents himself to be qualified to vote under the provisions of section 707, and who thereupon votes or offers to vote in the election provided for by this title; or who knowingly conceals any material fact or facts which would disqualify him as a voter in such election and who thereupon votes or offers to vote therein; or who, by any means, hinders, delays, or prevents any other person from registering for or voting at such election; or who knowingly personates and votes or attempts to vote in the name of any other person; or who votes more than once in such election; or who, being an election official, violates any duty imposed upon him as such official, or willfully conceals, withholds, alters, destroys, or delays the returns of such election, shall be guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not more than \$500, or by imprisonment for not more than 1 year, or both.

#### APPROPRIATION

SEC. 711. There are hereby authorized to be appropriated such sums, not to exceed \$50,000, as may be necessary to carry out the provisions of this title.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I offer another series of amendments on behalf of the committee, which are purely corrective and technical in character. I send them to the desk and ask that they be considered seriatim.

The PRESIDING OFFICER. The clerk will state the amendments offered by the Senator from Wisconsin.

The LEGISLATIVE CLERK. On page 18, line 5, it is proposed to strike out "maintenance" and insert in lieu thereof "construction or reconstruction, maintenance."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 19, beginning in line 12, it is proposed to strike out "Senate Office Building; Senate Wing of the Capitol" and insert in lieu thereof "administration of the Senate Office Building and of the Senate wing of the Capitol."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 38, line 3, it is proposed to strike out "Until a central disbursing office is established, the" and insert in lieu thereof "The."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 53, line 1, it is proposed to strike out "and (c)" and insert in lieu thereof "(c) and (e)."

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I offer another series of amendments of a similar character.

The PRESIDING OFFICER. The amendments offered by the Senator from Wisconsin will be stated seriatim.

The LEGISLATIVE CLERK. On page 71, it is proposed to strike out lines 16 to 18, inclusive.

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 71, lines 23 and 24, it is proposed to strike out "title 5, sec. 300 (b)" and insert in lieu thereof "title 31, sec. 224 b."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 72 it is proposed to strike out lines 1 to 6 inclusive, and insert in lieu thereof the following:

"Public Law No. 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31, secs. 223b, 223c, and 223d)."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 72, line 14, it is proposed to strike out "title 5, sec. 392" and insert in lieu thereof "title 31, sec. 224c."

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, that concludes the committee amendments which I now have.

#### MICHIGAN PLAN FOR MEDICAL TREATMENT OF VETERANS—ARTICLE BY BILL DAVIDSON

Mr. FERGUSON. Mr. President, I ask unanimous consent to have printed in the RECORD at this point as a part of my remarks an article entitled "The Doctors Run the Show," written by Bill Davidson. The article deals with the question of medical treatment of veterans, and refers to what is known as the Michigan plan, which has been tested in Michigan and has proved quite successful. I believe that the article will be of interest to Senators. In order that I might check the accuracy of the article, I took it up with the Veterans' Administration in Washington and found that the article was accurate. I think it should be made available for all Members of the Senate, as well as the public generally. I believe that the Michigan plan will go a long way toward the solution of our problem of health. I received this article from Dr. J. Milton Robb, of Detroit, and he asked that it be made a part of the RECORD. I know that generally the doctors of Michigan approve the plan which is being used.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

#### THE DOCTORS RUN THE SHOW

(By Bill Davidson)

(The revolutionary new Michigan plan is not only giving veterans the best medical treatment in the world—it may well be the answer to free enterprise in State medicine.)

One morning in 1944, young Mr. Roe Stephens, of Detroit, woke up with an aching back. This was not the garden-variety, Army-type aching back. A few months before, Mr. Stephens, then a corporal, had tarried too long over a game of cribbage during a Jap air raid on Amchitka and was tossed high in the air by an exploding bomb. And since the said explosion had resulted in a smashed cartilage and his medical discharge from the Army, Mr. Stephens decided that morning to avail himself of the treatment which the Government provides for veterans with disabilities incurred in the service.

He contacted the Veterans' Administration. "Come out to our hospital in Dearborn," said the Veterans' Administration. "And don't be a minute later than 8 a. m. on such and such a date."

On the designated date Mr. Stephens and his aching back got up at 4 a. m., walked through the rain and took a streetcar to downtown Detroit. In downtown Detroit,

he waited around until 6 a. m. and then boarded a bus which took him out to the western fringe of the city. Here, Mr. Stephens and his aching back transferred to another bus, which went to Dearborn, 12 miles from Detroit. From the point on the highway where this bus let him off, he then walked a half mile through the mud and the rain to the hospital. He was treated at 11 a. m., and the back felt fine. But by the time he had returned home over the same route, it was hurting like mad again. Mr. Stephens and his aching back thereupon went to a private physician and swore off all further medical dealings with the Veterans' Administration.

Recently, however, Mr. Stephens did have occasion to deal with the Veterans' Administration again. And this time a remarkable change had taken place. Mr. Stephens simply wrote to the local office of the VA, saying, in effect, "That back is aching again." The VA, after checking his claim, sent authorization to the Michigan Medical Service, which in turn sent Mr. Stephens its own treatment form. Mr. Stephens took this authorization to his own family doctor in his own neighborhood. And that's all there was to it. Mr. Stephens got his back treated in an hour or so, and the doctor got paid the following week.

All this was not done with tricks, mirrors or publicity men. It was the result of a revolutionary new plan which Gen. Omar Bradley first tried out in Michigan and now is extending to Kansas, New Jersey, California, North Carolina and, eventually, in slightly varied form, will extend to all the other States.

The plan is considered revolutionary by admirers of the pre-Bradley Veterans' Administration because (a) it eliminates miles of red tape, (b) it does away with hundreds of possible patronage jobs, (c) it makes veterans' medicine indistinguishable from civilian medicine and (d) it works. The opponents of the plan can complain about socialized medicine and the taxpayers' money, but the fact remains that every single one of the tens of thousands of veterans' cases that have backlogged in Michigan since the end of the war will be cleared up by June of this year.

The Michigan plan, as it is called, is the essence of simplicity. The Veterans' Administration merely signs a contract with the doctors of each State to give treatment to any veteran who has a service-connected illness or injury, at a standard table of fees set up by the doctors themselves. If, as in the case of Michigan, the doctors are already organized into a State medical service, the VA deals with this agency. If, as in the case of Kansas, there is no State Medical Service, the VA signs its contract directly with the State's medical society.

This means that instead of trekking to a jammed veterans' hospital or going to a second-rate VA-designated physician, the veteran now can get the best available treatment from a physician of his own choice—just as if he were paying for it. It also means that the medical profession is no longer standing on the side lines sneering at the mistakes made by veterans' medicine. It now is veterans' medicine. The responsibility suddenly has been dumped onto the shoulders of the Nation's doctors, and, as Dr. Granville L. Jones of the Monmouth County (N. J.), Medical Society put it, "If we can't handle that responsibility, we ought to quit."

#### A MEDICAL CORPS CURMUDGEON

The man primarily responsible for the new system is the Acting Chief Medical Director of the VA, Maj. Gen. Paul R. Hawley. Pudgy, bespectled, 56-year-old Hawley is to Omar Bradley what Harold Ickes was to Franklin Delano Roosevelt. He is the picturesque, free-swinging curmudgeon of the Veterans' Administration. He even looks like



# S. 2177

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## IN THE SENATE OF THE UNITED STATES

JUNE 6 (legislative day, MARCH 5), 1946

Ordered to lie on the table and to be printed

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## AMENDMENTS

Intended to be proposed by Mr. LA FOLLETTE to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz:

1       On page 32, line 15, strike out "received or considered  
2 in" and insert in lieu thereof "passed by".

3       On page 49, after line 19, insert the following new  
4 section:

5       "JOINT COMMITTEE ON THE ECONOMIC REPORT

6       "SEC. 225. Section 5 (b) (3) (relating to the time  
7 for filing the report of the Joint Committee on the Economic  
8 Report) of the Employment Act of 1946 is amended by  
9 striking out 'May 1' and inserting in lieu thereof 'March 15'."

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## AMENDMENTS

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Intended to be proposed by Mr. LA FOLLETTE  
to the bill (S. 2177) to provide for increased  
efficiency in the legislative branch of the  
Government.

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JUNE 6 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed







# DIGEST OF CONGRESSIONAL PROCEEDINGS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 10, 1946  
For actions of June 7 and 8, 1946  
79th Cong., 2d Sess. No. 10-11

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**HIGHLIGHTS:** House received conference report on agricultural appropriation bill. Senate debated congressional-reorganization bill. Senate committee reported revised price-control; to come up for debate today. Sen. Hickenlooper criticized Porter's statement opposing price-control amendments and referred to BAE study on meat prices. Rep. Murray (Wis.) criticized OPA's "floor tax" on dairy products. Rep. Wickersham introduced bills to encourage sale of wheat and corn for foreign relief. Rep. Flanagan introduced Swan Island animal-quarantine bill. Senate Appropriations Committee reported Treasury-Post Office, Interior, Navy, and 3rd urgent deficiency bills. Sen. Butler submitted amendment to price-control bill to provide additional grain bonuses.

## SENATE - June 7

1. **CONGRESSIONAL REORGANIZATION.** Continued debate on S. 2177, to provide for increased efficiency in the legislative branch (pp. 6560-91). Agreed to amendments by Sen. La Follette to provide for committee "watchfulness" of departments instead of "surveillance", to permit appropriation bills to be reported before the revenue and appropriating committees submit their over-all estimates, and to require the Joint Committee on the Economic Report to submit its reports by Mar. 15 so they can be considered by the revenue and appropriating committees under this bill; and an amendment by Sen. George, Ga., to require a record vote on the over-all difference between expenditures and receipts (p. 6568).

2. **PRICE CONTROL.** The Banking and Currency Committee reported with amendment H. R. 6042, to amend and continue the Emergency Price Control Act and the Stabilization Act (S. Rept. 1431) (p. 6587). Majority Leader Barkley said it was intended to bring up the bill today (p. 6587).

Received a petition from the Independent Trade Association, Hyattsville,

3. Md., opposing continuation of OPA (p. 6559).

Sen. Hickenlooper, Iowa, criticized a statement by Paul Porter opposing the price-control bill and referred to a BAE study on the effects of abolition of meat-price control (pp. 6592-4).

## SENATE - June 8

3. **CONGRESSIONAL REORGANIZATION.** Continued debate on S. 2177 (pp. 6641-66). Agreed to the following amendments: By Sen. Barkley, to amend Sec. 208 so as to give the President flexible authority in reducing appropriations and not require such reductions by a uniform percentage (p. 6659). By Sen. La Follette, to r



require the revenue and appropriating committees to give consideration to the President's budget recommendations in estimating receipts and expenditures (p. 6644).

4. APPROPRIATIONS. The Appropriations Committee reported the following bills with amendments: Treasury-Post Office/(S. Rept. 1432); 3rd urgent deficiency, H. R. 6601 (S. Rept. 1433); Navy Department, H. R. 6496 (S. Rept. 1435); and H. R. 6335, Interior Department (S. Rept. 1434) (pp. 6640, 6647).
5. PRICE CONTROL. Sen. Butler, Nebr., submitted an amendment which he intends to propose to H. R. 6042, the price-control bill, to direct this Department to pay a 30-cent bonus for 1945 corn sold before Apr. 19, 1946, a 25-cent bonus for 1945 corn sold between Apr. 18 and May 13, 1946, a 45-cent bonus for all wheat of 1945 crop sold before Apr. 3, 1946, a 45-cent bonus for 1945 wheat sold between Apr. 2 and 19, 1946, and a 15-cent bonus for 1945 wheat sold between Apr. 18 and May 13, 1946 (except under certificate plan with respect to the last two items) (pp. 6640-1).
6. CIVIL-SERVICE RETIREMENT. Received from the President a recommendation for the enactment of an amendment to Sec. 6 of the Civil Service Retirement Act, relating to medical examinations for disability retirements.
7. FORESTRY. Sen. Wiley, Wis., inserted his statement and a Wis. Lumber company's letter on the necessity for price relief on hardwood plywood (pp. 6641-2).
8. RECESSED until Mon., June 10 (p. 6666).

#### HOUSE - June 7

9. AGRICULTURAL APPROPRIATION BILL, 1947. Received the conference report on this bill, H.R. 5605 (pp. 6632-6). For a tabular statement indicating the actions of the conference committee, see page 5 of this Digest.
10. APPROPRIATIONS. Rep. Arends, Ill., criticized the large number of appropriations for Government expenditure and suggested that the Appropriations Committees suspend business after the regular appropriations are finished (p. 6601).
1. PRICE CONTROL; DAIRY PRODUCTS. Rep. Murray, Wis., criticized OPA's regulation placing a "floor tax" on dairy products, stating that "Mr. Bowles...is ridiculously out of his field of operation" (pp. 6600-1).
2. VETERANS; LEAVE. Began debate on H.R. 4051, to provide benefits to enlisted men in lieu of accumulated leave (pp. 6601-32).
3. REPORTS. Received from the Comptroller General a report of audit of the ECIC for the period July 1, 1941, to June 30, 1942; and an RFC operations report for the period Feb. 2, 1932, to Dec. 31, 1945. (p. 6637).
4. ADJOURNED until Mon., June 10 (p. 6637).

#### BILLS INTRODUCED - June 7

5. GRAINS. H.R. 6708, by Rep. Wickersham, Okla., to encourage the immediate sale of wheat and corn by providing for payments by the Government to compensate for future adjustments in price. To Banking and Currency Committee. (p. 6638.)  
H.R. 6709, by Rep. Wickersham, Okla., to assure producers who sell wheat in aid of the emergency program designed to relieve distressed areas the bene-





United States  
of America

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LEGISLATIVE REPORTS AND SERVICE SECTION  
Office of Budget and Finance

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 79<sup>th</sup> CONGRESS, SECOND SESSION

Vol. 92

WASHINGTON, FRIDAY, JUNE 7, 1946

No. 109

## Senate

(Legislative day of Tuesday, March 5, 1946)

The Senate met at 11 o'clock a. m., on the expiration of the recess.

The Chaplain, Rev. Frederick Brown Harris, D. D., offered the following prayer:

God of the pure in heart, in the hush of this moment, reveal, we beseech Thee, the sacramental gifts of life that belong to our peace. Grant us vistas of the strength that waits to be added to our weakness for the great enterprise of world brotherhood committed to our hands. If the flaming ideals which lighted our way when first with a conquering zeal we faced the tangle of public problems have become dull and tarnished by disillusionment and cynicism, burnish them again that they may shine with allurements and, with their charm and hope, lead us to a fairer earth. In this high and solemn place of debate and decision, with the gaze of all the world upon us, may we walk steadfast in the simplicity of sincerity and in the humility of spirit without which no man can see God or the godlike in man. Through riches of grace in Christ Jesus our Lord. Amen.

### DESIGNATION OF ACTING PRESIDENT PRO TEMPORE

The Chief Clerk read the following letter:

UNITED STATES SENATE,  
PRESIDENT PRO TEMPORE,  
Washington, D. C., June 7, 1946.

To the Senate:

Being temporarily absent from the Senate, I appoint Hon. CLYDE R. HOEY, a Senator from the State of North Carolina, to perform the duties of the Chair during my absence.

KENNETH MCKELLAR,  
President pro tempore.

Mr. HOEY thereupon took the chair as Acting President pro tempore.

### THE JOURNAL

On request of Mr. HILL, and by unanimous consent, the reading of the Journal of the proceedings of the calendar day Thursday, June 6, 1946, was dispensed with, and the Journal was approved.

### LEAVE OF ABSENCE

Mr. BURCH. On behalf of my colleague the senior Senator from Virginia

[Mr. BYRD], I ask unanimous consent that he may be absent from the Senate on account of a death in his family.

The ACTING PRESIDENT pro tempore. Without objection, leave of absence is granted.

### NOTICE OF HEARING ON NOMINATION OF FRED M. VINSON TO BE CHIEF JUSTICE OF THE UNITED STATES

Mr. McCARRAN. Mr. President, on behalf of the Committee on the Judiciary and in accordance with the rules of the committee, I desire to give notice that a public hearing has been scheduled for Friday, June 14, 1946, at 10:30 a. m., in the Senate Judiciary Committee room, upon the nomination of Fred M. Vinson, of Kentucky, to be Chief Justice of the United States. At the indicated time and place, all persons interested in the nomination may make such representations as may be pertinent. The subcommittee consists of the Senator from Nevada [Mr. McCARRAN], chairman; the Senator from Ohio [Mr. HUFFMAN], and the Senator from Oklahoma [Mr. MOORE].

### MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States submitting nominations were communicated to the Senate by Mr. Miller, one of his secretaries.

### MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Chaffee, one of its reading clerks, announced that the House had passed a bill (H. R. 6407) authorizing the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes, in which it requested the concurrence of the Senate.

### PETITIONS AND MEMORIALS

Mr. TYDINGS presented the following petitions and memorials, which were referred as indicated:

A memorial of sundry citizens of Baltimore, Md., remonstrating against the action taken by the State Department relating to the overthrow of the present Government of Spain; to the Committee on Foreign Relations.

A resolution adopted by the Independent Trade Association of Prince Georges County, Hyattsville, Md., favoring the enactment of legislation to prevent strikes; to the Committee on Education and Labor.

A resolution adopted by the State Council of Maryland, Junior Order of United Americans, Frederick, Md., protesting against admitting 3,900 European refugees monthly into the United States under existing quotas; to the Committee on Immigration.

A resolution adopted by the Department of Maryland, Disabled American Veterans, Cumberland, Md., favoring the enactment of legislation extending the Selective Training and Service Act; to the Committee on Military Affairs.

A memorial of sundry citizens of Maryland, remonstrating against the enactment of legislation providing peacetime military conscription; to the Committee on Military Affairs.

A resolution adopted by the Independent Trade Association of Prince Georges County, Hyattsville, Md., favoring the abolition of the Office of Price Administration; ordered to lie on the table.

A resolution adopted by the Frederick County (Md.) Pomono Grange, relating to price ceilings and subsidies on farm products; ordered to lie on the table.

### BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. McCARRAN:

S. 2307. A bill to provide that every Saturday shall be a holiday for banks and building and loan associations in the District of Columbia; to the Committee on the District of Columbia.

By Mr. HOEY (by request):

S. 2308. A bill to amend an act entitled "An act to regulate the height of buildings in the District of Columbia," approved June 1, 1910; to the Committee on the District of Columbia.

By Mr. WILEY:

S. 2309. A bill to authorize the furnishing of motor equipment to seriously disabled veterans, and for other purposes; to the Committee on Finance.

By Mr. McCLELLAN:

S. 2310. A bill to further extend the times for commencing and completing the construction of a bridge across the Mississippi River at or near Friar Point, Miss., and Helena, Ark.; to the Committee on Commerce.

By Mr. MITCHELL:

S. 2311. A bill to amend section 3A of the Pay Readjustment Act of 1942, as amended,



to provide for counting service in the Women's Army Auxiliary Corps for the purpose of computing the longevity pay of female military and naval personnel; to the Committee on Military Affairs.

By Mr. MEAD:

S. 2312. A bill to provide benefits for certain employees of the United States who are veterans of World War II and lost opportunity for probational civil-service appointments by reason of their service in the armed forces of the United States; to the Committee on Civil Service.

By Mr. MURDOCK:

S. 2313. A bill authorizing the Secretary of the Interior to construct the Central Utah project; to the Committee on Irrigation and Reclamation.

#### HOUSE BILL REFERRED

The bill (H. R. 6407) authorizing the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes, was read twice by its title and referred to the Committee on Commerce.

#### ORGANIZATION OF CONGRESS—AMENDMENT

Mr. McCLELLAN submitted an amendment intended to be proposed by him to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, which was ordered to lie on the table and to be printed.

Mr. JOHNSON of Colorado submitted amendments intended to be proposed by him to Senate bill 2177, supra, which were ordered to lie on the table and to be printed.

#### COUNSEL TO COMMITTEE ON THE JUDICIARY

Mr. McCARRAN submitted the following resolution (S. Res. 280), which was referred to the Committee To Audit and Control the Contingent Expenses of the Senate:

*Resolved*, That until otherwise provided by law, the Committee on the Judiciary is authorized to employ a counsel for the committee, to be designated by the chairman of the committee, to be paid out of the contingent fund of the Senate at the rate of \$6,500 per annum.

#### HEARINGS BEFORE COMMITTEE ON PUBLIC LANDS AND SURVEYS—LIMIT OF EXPENDITURES

Mr. MURDOCK submitted the following resolution (S. Res. 281), which was referred to the Committee on Public Lands and Surveys:

*Resolved*, That the Committee on Public Lands and Surveys, authorized by Senate Resolution 9, agreed to January 6, 1945, to send for persons, books, and papers; to administer oaths; and to employ a stenographer, at a cost not exceeding 25 cents per hundred words, to report such hearings as may be had on any subject referred to said committee, hereby is authorized to expend from the contingent fund of the Senate, for the same purposes, during the Seventy-ninth Congress, \$5,000 in addition to the amount of \$5,000 heretofore authorized.

#### THE NATIONAL HEALTH BILL—STATEMENT BY SENATOR WAGNER

[Mr. WAGNER asked and obtained leave to have printed in the RECORD a statement made by him before the Senate Committee on Education and Labor on Senate bill 1606, the national health bill, on April 2, 1946, which appears in the Appendix.]

#### CURRENT TRENDS IN LABOR—ADDRESS BY GILBERT H. MONTAGUE

[Mr. HAWKES asked and obtained leave to have printed in the RECORD an address entitled "Current Trends in Labor," delivered by Gilbert H. Montague, of New York, before the Springfield Public Forum, at Springfield, Mass., on March 26, 1946, which appears in the Appendix.]

#### SOURCES OF CRITICISM AGAINST MR. SNYDER—ARTICLE BY ARTHUR KROCK

[Mr. HILL asked and obtained leave to have printed in the RECORD an article entitled "Sources of the Barrage Against Mr. Snyder," by Arthur Krock, published in the New York Times of June 6, 1946, which appears in the Appendix.]

#### REPORT OF SUBCOMMITTEE OF SECURITY COUNCIL ON FRANCO SPAIN—LETTER FROM PHILIP MARSHALL BROWN

[Mr. SMITH asked and obtained leave to have printed in the RECORD a letter written to the Washington Star by Philip Marshall Brown concerning the report of the Security Council of the United Nations respecting Franco Spain, which appears in the Appendix.]

#### RECORD OF SENATOR WILEY ON AMERICAN LABOR POLICY

[Mr. WILEY asked and obtained leave to have printed in the RECORD his record on American labor policy during the period 1939 to 1946, which appears in the Appendix.]

#### DISPLACED JEWS IN GERMANY—LETTER FROM SENATOR McMAHON TO SECRETARY OF STATE BYRNES

[Mr. McMAHON asked and obtained leave to have printed in the RECORD a letter dated June 5, 1946, addressed by him to Hon. James F. Byrnes, Secretary of State, on the subject of displaced Jews in Germany, which appears in the Appendix.]

#### NEW PRINCIPLES IN POLITICS—EDITORIAL FROM BRIDGEPORT (CONN.) POST

[Mr. McMAHON asked and obtained leave to have printed in the RECORD an editorial entitled "New Principles in Politics," published in the Bridgeport (Conn.) Post, of May 29, 1946, which appears in the Appendix.]

#### ADDRESS BY SENATOR MEAD BEFORE ASSOCIATION OF FRATERNAL AND BENEVOLENT ORGANIZATIONS OF THE AMERICAN JEWISH CONGRESS

[Mr. MITCHELL asked and obtained leave to have printed in the RECORD excerpts from an address delivered by Senator MEAD at a dinner held by the Association of Fraternal and Benevolent Organizations of the American Jewish Congress, in New York City, on May 26, 1946, and also the remarks introducing him, which appears in the Appendix.]

#### NATIONAL AVIATION POLICY—ADDRESS BY SENATOR MITCHELL

[Mr. MEAD asked and obtained leave to have printed in the RECORD a radio address on the subject "National Aviation Policy," delivered by Senator MITCHELL on June 5, 1946, which appears in the Appendix.]

#### HOMES FOR VETERANS—ADDRESS BY WILSON W. WYATT

[Mr. MEAD asked and obtained leave to have printed in the RECORD an address entitled "The Challenge—Homes for Veterans," delivered by Wilson W. Wyatt, National Housing Expediter, before the Buffalo Chamber of Commerce, at Buffalo, N. Y., on June 5, 1946, which will appear hereafter in the Appendix.]

#### CALL OF THE ROLL

Mr. HILL. I suggest the absence of a quorum.

The ACTING PRESIDENT pro tempore. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Aiken	Hawkes	Pepper
Andrews	Hayden	Radcliffe
Austin	Hickenlooper	Reed
Ball	Hill	Revercomb
Barkley	Hoey	Robertson
Bridges	Huffman	Russell
Brooks	Johnson, Colo.	Saltonstall
Burch	Knowland	Smith
Bushfield	La Follette	Stanfill
Butler	Lucas	Stewart
Capehart	McCarran	Thomas, Okla.
Capper	McClellan	Thomas, Utah
Connally	McKellar	Tobey
Cordon	McMahon	Tunnell
Donnell	Magnuson	Tydings
Downey	Mead	Vandenberg
Ferguson	Millikin	Wagner
George	Mitchell	Walsh
Gerry	Moore	Wheeler
Green	Morse	Wherry
Guffey	Murdock	White
Gurney	O'Daniel	Wiley
Hart	Overton	Wilson

Mr. HILL. I announce that the Senator from North Carolina [Mr. BAILEY] and the Senator from Alabama [Mr. BANKHEAD] are absent because of illness.

The Senator from Mississippi [Mr. BILBO], the Senator from Nevada [Mr. CARVILLE], and the Senators from Idaho [Mr. GOSSETT and Mr. TAYLOR] are absent by leave of the Senate.

The Senator from South Carolina [Mr. MAYBANK] is necessarily absent.

The Senator from Missouri [Mr. BRIGGS] is absent because of a death in his family.

The Senator from South Carolina [Mr. JOHNSTON] is absent because of illness in his family.

The Senators from New Mexico [Mr. CHAVEZ and Mr. HATCH], the Senator from Mississippi [Mr. EASTLAND], the Senator from Louisiana [Mr. ELLENDER], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from West Virginia [Mr. KILGORE], the Senator from Montana [Mr. MURRAY], the Senator from Pennsylvania [Mr. MYERS], and the Senator from Wyoming [Mr. O'MAHONEY] are detained on public business.

The Senator from Arizona [Mr. McFARLAND] is absent on official business.

Mr. WHERRY. The Senator from Delaware [Mr. BUCK], the Senator from Maine [Mr. BREWSTER], the Senator from Ohio [Mr. TAFT], and the Senator from Indiana [Mr. WILLIS] are necessarily absent.

The Senator from Connecticut [Mr. HART], the Senator from North Dakota [Mr. LANGER], the Senator from Minnesota [Mr. SHIPSTEAD], and the Senator from North Dakota [Mr. YOUNG] are absent by leave of the Senate.

The ACTING PRESIDENT pro tempore. Sixty-nine Senators having answered to their names, a quorum is present.

#### ORGANIZATION OF CONGRESS

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.



The ACTING PRESIDENT pro tempore. Senate bill 2177 is still before the Senate and open to amendment.

Mr. LA FOLLETTE obtained the floor.

Mr. VANDENBERG. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. VANDENBERG. I desire to ask the Senator one further question regarding section 126 which we were discussing at the time of the recess last night. As I understand, it is the Senator's point of view that at any time the Senate might conclude that it was advisable to create a special committee, the Senate itself could suspend this rule which is being created by joint action, and it would not require joint action to suspend the rule?

Mr. LA FOLLETTE. Absolutely not. As I stated yesterday, the day after this bill is passed, if such an event should occur, either House could immediately abrogate every change that was made in the rules. By the same token, either House can move to suspend any one of these rules just as it can move to suspend the rules of the Senate or the House.

Mr. VANDENBERG. So that in the Senator's judgment in the operation of the new system the constitutional authority of the Senate, to which the able Senator from Missouri [Mr. DONNELL] referred yesterday, would be fully protected through the retention of the right of individual Senate action in respect to section 126?

Mr. LA FOLLETTE. Not only in respect to section 126, but with respect to every single change proposed by this bill to be made in the rules. The day after the bill becomes law every one of these rules could be suspended by a two-thirds vote of the Senate or could be changed by a majority vote of the Senate at will.

Mr. VANDENBERG. In other words, then, section 126 is really an admonition rather than a strait-jacket.

Mr. LA FOLLETTE. It sets up the bar only to the extent that it would be necessary to obtain a two-thirds vote of the Senate to suspend the rule, because it would be possible, unless that parliamentary procedure were followed, to make a point of order under section 126 against any resolution which proposed the creation of a special or select committee of the Senate or the House, or a joint committee of the two Houses.

Mr. VANDENBERG. I thank the Senator for his statement. I think it conclusively answers any objection I could have had to section 126.

Mr. LA FOLLETTE. I thank the Senator.

Mr. President, I wish to make an appeal to my colleagues to refrain, insofar as possible, from the injection of extraneous debate or other matters not related to this bill. As I said last night, I do not contend that the bill is perfect, but it is the best job the committee could do, and I feel that we are entitled, after all these months of labor, to a determination by the Senate of its judgment concerning the provisions of this measure. Then, after the Senate shall have worked its will upon the amendments, to have a vote on the bill in its final form and ascertain whether a ma-

jority of the Senate favors or disapproves the measure. That is all I ask, Mr. President, but I ask it in all sincerity and earnestness.

Mr. REVERCOMB. Mr. President—

The PRESIDING OFFICER (Mr. TUNNELL in the chair). Does the Senator from Wisconsin yield to the Senator from West Virginia?

Mr. LA FOLLETTE. I yield.

Mr. REVERCOMB. I know full well how much work has been done on this bill, and I have nothing but the highest admiration for the Senator from Wisconsin for the result obtained. But I want to ask him to turn to page 26. In dealing with the committee staffs we find this language in section 201 (e):

(1) No person shall be appointed to any office or position under the Senate or the House of Representatives except upon certification by the Director that such person is qualified for such office or position.

(2) No person shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation of the Director and certification by him that such person is qualified for such office or position.

Does not the Senator feel that that is taking out of the hands of committees the appointment of their own staffs, with the result that we will have committees without staffs which are responsible to the committees? It seems to me if such a situation is created, we will have committee staffs utterly independent of the committees, and not helpful to the committees. The thought occurred to me that the appointment of the committee staffs and their tenure should be left entirely to the will of the committees. If a staff is really to be helpful to a particular committee it ought to be the committee's own staff, responsible and answerable to the particular committee. I am merely bringing this subject up because I wonder if the able Senator would change that provision and have the staffs appointed by the respective committees, and to hold their positions subject to the will and pleasure of the committees.

Mr. LA FOLLETTE. Mr. President, that question has been raised by other Senators. It is a very cogent and proper question. All I can say in response to the inquiry of the able Senator from West Virginia is to repeat what the committee had in mind and what it is seeking to do. The committee in adopting these sections realized that it could not do the job which I believe needs to be done so far as all the personnel in the employ of the Congress is concerned, namely, to make a job classification study to work out proper salaries and wages for services performed, and to do away with the patronage system in an effort to get the type of service which the committee believes can not flow from the patronage system.

Likewise, it was our design that we should correct what, as the committee discovered, are great injustices and inequities between salaries or wages paid for comparable types of work by the House and the Senate, respectively, which inevitably have grown up because of the manner in which these positions have been developed and provided for.

I am coming more definitely now to the Senator's inquiry, but I wanted to give the entire background of the matter.

So far as the committee staffs are concerned, I repeat that the provisions to which the Senator has referred are to be a part of a plan which the Director of Personnel, subsequent to his appointment, is to submit to another Congress, which, of course, will not be bound by the action of this one. That plan will be submitted to the Congress for its consideration, amendment, adoption, or rejection. However, we have provided that in the interim, so far as the staffs of the committees are concerned, the committees themselves shall have the power to make professional staff appointments pending the selection of the Director of Personnel by the majority and minority leaders of the two Houses. We give them the appointing power because we believe that they would select a practical man with experience, and one who knows something about the functioning of the legislative organization.

We provide that, after the appointment of the Director of Personnel, appointments to the professional staffs of the committees shall be upon his recommendations. The desire is to give those who are selected for such positions the feeling that they have tenure and security so long as they perform faithful, useful, and effective service to the committees. We wished to avoid the situation which often happens under the present arrangement. I am not critical of it, but what often happens under the present system is that when the chairmanship of a committee changes because the chairman finds that he can become the chairman of some other committee which, from his standpoint is more desirable, he moves his staff with him, and often also the records. In the case of some committees of Congress which have been established for many years it is impossible to find any continuity of records.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. One more statement, and then I shall be happy to yield.

In the third place, we felt that by giving to members of the staffs the feeling that they were appointed on a nonpartisan basis, although they are to serve the majority and minority members of the committee, we would obtain men or women who would be willing to devote their time to the service of the committee. As they devoted their time to the service of the committee they would become more useful and valuable to the committee. I am happy to say that a few committees already follow that principle. I am not a member of the Appropriations Committee, but, so far as I know, there has been very little turn-over in the staff of that committee in recent years, although there have been changes in the chairmanship. I believe that every Senator who serves on the Appropriations Committee will testify that because those men have tenure, so to speak, by the grace of the chairman, and have been able to build up experience in relation to the subcommittees which they serve, the result has been to increase their



value to the members of the committee in the service which they can render. We have recognized that fact in this bill by going further and proposing that the Appropriations Committees shall have four professional staff positions for each of their standing subcommittees.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. Let me say that I have been making some effort to meet the apprehension sincerely expressed by Senators, that the Director of Personnel, despite the source of his appointment, might prove to be an individual who would be inclined to be arbitrary, and who would not wish to cooperate with the committees. He might be at loggerheads with them. I have several amendments which I wish to propose, to try to meet that criticism. I do not know that they go far enough to do so, but I will say to the Senator that it is my firm conviction that, insofar as we can obtain permanent career staffs, we shall be moving in the direction of making the staffs more serviceable and putting them in a position to render greater assistance to the committees.

Let me point out also that the committees themselves would exercise the appointing power. If the Director of Personnel went berserk the result would be a stalemate. He could not force a committee to accept anyone. Suppose he were to go berserk and say, "It is Mr. Jones for this job or no one else." If he should take that position I do not believe that he would last very long in his job. Effective action would soon be taken if we can assume—which I refuse to do—that the majority leaders of both Houses were to select a "punk" who did not know what it was all about, and who wanted to exercise arbitrary power.

Let me also emphasize to the able Senator from West Virginia that the committee would have the power to discharge employees if they did not render faithful service. So in the last analysis the fountainhead of appointment and discharge would be the committee.

Mr. President, I should like to offer and have them considered at this point one or two amendments. If they meet with the approval of the Senate, I should like to have them adopted so that we can proceed with further discussion of the bill in the light of such amendments.

I now yield to the Senator from West Virginia.

Mr. REVERCOMB. Mr. President, will the Senator permit me to ask one or two questions?

Mr. LA FOLLETTE. I am very happy to have questions about this measure.

Mr. REVERCOMB. I think they will require very brief answers, because the questions are direct.

For what period of time would the Director of Personnel hold office?

Mr. LA FOLLETTE. He would hold office during good behavior.

Mr. REVERCOMB. In other words, he could be discharged at any time by whom?

Mr. LA FOLLETTE. He could be discharged by the appointing power.

Mr. REVERCOMB. The majority and minority leaders of both Houses?

Mr. LA FOLLETTE. Yes. If they found that they had unfortunately made a mistake, and that the man was not rendering satisfactory service, they could fire him just as easily as they hired him.

Mr. REVERCOMB. His tenure, then, would be unlimited. He would serve at the pleasure of the appointing power.

Mr. LA FOLLETTE. In the last analysis that is true, although we have declared the principle that he should have tenure. But of course tenure does not mean the permanent freezing of a man into a job. Any man can be discharged by the appointing power, even though he has tenure, if he is not satisfactorily performing the work. In other words, we do not propose to give him any statutory rights such as those enjoyed by civil-service employees. A civil-service employee who is discharged may appeal to the Commission for a review of his case. He may demand a hearing and an opportunity to prove that he was wrongfully discharged. That right is not given in this bill to any person who holds one of these positions. However, we did express the thought that he ought to have tenure, because we feel that we ought to get the best man that these four gentlemen can find.

Mr. REVERCOMB. Subparagraph (2) on page 37 provides as follows:

No person shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation of the Director and certification by him that such person is qualified for such office or position.

The Director holds office subject to the will of the appointing power. That places the person whom the Director appoints and certifies in the position of being responsible to the Director and not to the committee, does it not?

Mr. LA FOLLETTE. I do not agree with the Senator on that point. For instance, here is the way I think it will work, although I do not know that this is an answer to the language of the bill: The new committees will go ahead and make their staff appointments, because it will take a long time, even after the Director is selected, for him to prepare the plan he is to propose and to submit it to the Congress.

Mr. REVERCOMB. Would the committees go into effect before the Director was appointed? I refer to the new committees each of which is to have a membership of 13 Senators.

Mr. LA FOLLETTE. It is contemplated that the Director will be appointed at the next session of Congress, if the appointing power is able to make the appointment by that time. But I anticipate that there will be a hiatus between the meeting of the Congress and the appointment of the Director. It is my anticipation that most of the committees will have obtained at least a part, or perhaps all, of their staffs by that time. I do not think the Director will say, if he is the kind of man I hope these four gentlemen will select, "I do not like any of the people you have put in here, so throw all of them out." I hope he will cooperate with the committees; and I am going to propose an

amendment which is designed to indicate that that is the intent of the Congress if it passes this bill.

Mr. REVERCOMB. Mr. President will the Senator yield.

Mr. LA FOLLETTE. I yield.

Mr. REVERCOMB. I believe the Senator from Wisconsin has stated that after a person has been appointed as a member of the staff of a committee, the committee can remove such person from the staff without consultation with the Director. I should like to ask this question: After a member of a staff has been appointed, upon the recommendation and certification of the director, can that member of the staff be removed by the committee without the consent of the director?

Mr. LA FOLLETTE. Absolutely.

Mr. REVERCOMB. Where is provision for that made in the bill, let me inquire.

Mr. LA FOLLETTE. That is inherent, from the fact that the committee has the appointing power.

Mr. REVERCOMB. But no provision is made about that.

Mr. LA FOLLETTE. The committee will have the removal power, just as it will be inherent insofar as the Director himself is concerned. Of course, the Senator from West Virginia is familiar with the decisions of the Supreme Court in some of the cases which have been carried up to it, namely, that the power to appoint is the power to discharge. They are concurrent powers.

I should have no objection to specifying the dismissal power, if there were a desire to have that done; but the decisions on that point are so clear that in drafting the bill we did not think it was necessary to specify it.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. BARKLEY. With reference to the appointment of the director of personnel, I assume that what the committee had in mind was to try to get that office completely out of politics or out of partisan politics, by having him selected by a group of four, who are equally divided in politics. That is a very happy ideal toward which to look, but I am not so sure that we are going to legislate politics out of Congress by the passage of this bill.

In the event the majority and minority leaders of the two Houses, who would be equally divided politically, could not agree upon anyone, assuming that someone in the group decided to be a little political, and if there were an even division with respect to the selection of anyone, what provision is made to resolve that impasse?

Mr. LA FOLLETTE. There is none, and there would be no director, under those circumstances.

Mr. BARKLEY. Then what would happen with reference to the functions of the director?

Mr. LA FOLLETTE. I simply assume that, if he is not there, he cannot function.

Mr. BARKLEY. No; he would not function. But who would function in his absence, in regard to the appointment of the Capitol force?



Mr. LA FOLLETTE. It would go on just as it is now. Let me emphasize again he is directed to submit a plan. Nothing happens until he has submitted his plan and until it has been agreed to or rejected or modified by the two Houses of Congress. The old order would continue.

Mr. BARKLEY. Would any part of the plan which he would submit include what was discussed yesterday, I believe, with reference to the employment of employees such as clerks, stenographers, and the rest of the staff of the committees? I gathered from the bill and from the discussion engaged in by the Senator from Wisconsin that the director would have a veto power in regard to all employees of committees, and that no chairman of a committee could select employees of the staff of his committee without the approval of the director.

The Senator from Wisconsin has indicated that that applies only to the permanent staff—

Mr. LA FOLLETTE. That is correct.

Mr. BARKLEY. The Senator has indicated that it applies only to the permanent staff of four or six, whatever it may be, and that so far as other employees are concerned—stenographers, clerks, messengers, and so on—they will be appointed as they are now. Is that the Senate's interpretation of the provisions of the bill?

Mr. LA FOLLETTE. No; the stenographic force will also be permanent, in the sense that the committee staff will, because two of them are to be assigned to serve the staff and two of them are to be assigned to serve the chairman.

Mr. BARKLEY. So if a Member of the Senate became the chairman of a committee by reason of promotion, under the rules governing the selection of chairmen of committees, or if there were a political change which suddenly brought in new Senators to the chairmanship of all committees, if a chairman had had an efficient stenographer in his office for a number of years and if he wished to take that stenographer with him to the committee, he would, would he not, have to have the consent of the Personnel Director in order to do so?

Mr. LA FOLLETTE. I think he would have to submit the matter to the Director for his recommendation.

Mr. BARKLEY. But as I read the language of the bill, the chairman of a committee could not appoint anyone without the approval of the Personnel Director. That may be all right; but I wish to be sure that that is what the bill provides: namely, that the chairman of a committee could not take with him to a committee a long-time, efficient, faithful stenographer, unless the Personnel Director okayed it. We might assume that he would. But he could refuse to do so, could he not?

Mr. LA FOLLETTE. Our theory is that we are separating the activities of the actual staff of the committee, in the sense of the experts and the other employees who will do nothing but committee work; in fact, we have provided in the bill that they shall not be assigned to any other work. If a stenographer

is to work for the committee chairman, and solely for the work of the committee, she is a valuable committee employee and she should not be moved to the work of some other committee, with the work of which she has no information or experience. But that would not interfere, I am sure the Senator understands, with anyone who was on the staff of a Senator, whether he was a chairman or otherwise.

Mr. BARKLEY. What has happened heretofore, as we all know, is that a Senator has a certain staff of clerks in his own office. Let us assume that he is not chairman of a committee, but later he becomes a chairman. The staff he has had in his own office are automatically transferred to the committee, and they go on the roll of the committee in the Disbursing Office.

Does this bill provide that if a Senator becomes the chairman of a committee, he will continue his personal staff in the work they have been doing—to do his office work—and that another staff will be selected for the committee of which he becomes the chairman, under the provisions of this bill?

Mr. LA FOLLETTE. Assuming that the bill were in operation today, for instance, and that Senator "A" was chairman of one committee and then moved on to the chairmanship of another committee, he would leave the staff of the committee of which he was relinquishing the chairmanship, to serve the next chairman; and he would find in the staff of the new committee to which he was going, we presume, a group of persons who had been trained in that work. I am assuming that the bill had been in operation for some time. He would find in the staff of the committee to which he was going a group of persons who had been trained in the work of that committee. Of course, he would keep his own office force, just as he had had it before.

Mr. BARKLEY. Let me ask the Senator another question. The bill provides that the Director of Personnel shall reclassify all the employees coming under his jurisdiction. Take, for example, the Architect of the Capitol who now has some 800 employees, all of whom are in the classified service, as enacted by law. Would the Director of Personnel have the right to take all those employees and reclassify them? In the first place, he would have such right, if he wanted to be arbitrary, but I do not suppose that we may assume he would be arbitrary. However, we are dealing with possibilities. If the Personnel Director desired to shift entirely the employees of the Architect of the Capitol, who looks after the Capitol, the Supreme Court Building, and the Library of Congress, he would have the authority to reclassify all those employees and, I suppose, he could refuse to reappoint them or approve their reappointment. What would happen in such a case as that?

Mr. LA FOLLETTE. Yes; the Personnel Director could do what the Senator from Kentucky has said. My recollection is that the Office of the Architect of the Capitol has one group of employees who are classified for tenure and retirement. It has another group of employees who are not classified, and

do not have tenure. The necessity for job classification, frankly, is caused by the fact that many different categories of individuals are employed in what I have come to call the housekeeping department, although it may be an unfortunate term. I refer to the employees who operate the physical plant, those who operate elevators, police the building, furnish janitor service, and so forth. The situation is really incredible. It is one which, like Topsy, has grown up.

I hope no Senator will call me to order, and what I am about to say will not be said in any sense of criticism of the Members of the House of Representatives, and will not refer to anything which they do when they are in their own Chamber. But, we found, for example, that janitor service is rendered in the House Office Building. Some committees have janitors and they are carried as such on the rolls. But the janitors who work in individual offices walk right by a committee room which has on its rolls a janitor, and go to the next office, leaving the job in the committee room to the person who is named as janitor to the committee. Often a person who is given the janitor's job performs clerical or messenger service for the committee and hires someone else to come in and sweep out the office, clean out the spittoons, empty waste baskets, and so forth.

Mr. BARKLEY. The use of the word "housekeeping" may lead to a misinterpretation. I remember that during the early days of the war the word "housekeeping" was used in connection with certain activities of the War Department and the Army camps, and many persons construed the term to mean the washing of dishes, the making of beds, and so forth.

Mr. LA FOLLETTE. The word "housekeeping" may be an unfortunate one to use, but I do not use it in any critical sense. Most of those on the other side of the Capitol want the situation to be corrected. It seems to me that it is necessary, first of all, to provide for a job classification in order to afford justice to the persons who are doing similar types of work and receiving different rates of pay. I do not see why persons who are doing the same kind of work should not receive equal pay.

Mr. BARKLEY. Mr. President, allow me to ask the Senator about section 130 which reads as follows:

SEC. 130. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation report to their respective Houses the estimated over-all Federal receipts and expenditures for the ensuing fiscal year. Such report shall be made within 60 days after the opening of the session or by April 15, whichever first occurs.

The section continues:

(b) If the estimated expenditures exceed the estimated receipts in such report, the report shall be accompanied by a concurrent resolution, the matter after the resolving clause of which shall be substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an



amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$

(c) Until the concurrent resolution specified in subsection (b) has been agreed to by both Houses, no general appropriation bill appropriating money for the ensuing fiscal year shall be received or considered in either House.

(d) This section shall not be applicable in time of war or during a national emergency proclaimed by the President.

Mr. LA FOLLETTE. Mr. President, allow me to point out that a committee amendment was agreed to on page 32, in line 15 to strike out the words "received or considered" and to insert the word "passed."

Mr. BARKLEY. That is not a very material change. My attention has been called to the fact that during the hearings before the joint committee, and during the hearings before the special committee which reported the bill, neither the Treasury Department nor the Bureau of the Budget were heard in connection with this fiscal change in reference to appropriations. It seems to me, on a hasty reading, that what we are requiring is that the four committees shall immediately make a report on the estimated revenue and estimated expenditures of the Government. Before any appropriation bill has been considered and before we know how much the Appropriations Committees of both Houses will afford to the respective Houses of the Congress, and how much the Congress will appropriate, those reports must be made. If a report should be made that the expenditures will be more than the receipts, the report must be accompanied with a resolution increasing the public debt by that amount, although later it might turn out that the Appropriations Committee could reduce the appropriations so that they would come within the estimated revenue. We would have a resolution increasing the public debt by an estimated amount, when it might not be necessary because of the Congress appropriating less money than was received. Until that report was made and the resolution was adopted, no appropriation bill could pass either House. Of course, it is a novel idea, but it is liable to run us up a blind alley.

Mr. LA FOLLETTE. Mr. President, I wish to express my appreciation to the Senator for having directed the attention of the Senate to the point which he has made. It is one of the very important recommendations contained in the bill. First of all, the resolution would not increase the statutory debt limit. The purpose here is—

Mr. BARKLEY. What debt would it increase? The statutory debt is the only one we have, is it not?

Mr. LA FOLLETTE. No. The point is that the four committees would make their estimates on the basis of receipts and appropriations. The receipts and appropriations having been determined, if it is desired by either House of the Congress, or both Houses, to have the estimated expenditures exceed the estimated receipts, the Members of the House and of the Senate will be required to go on record that they are going to borrow money in order to carry out the particular project involved.

As the Senator well knows, until some time in the 1870's or the 1880's—I think it was about that time—the tax and revenue committees of the Congress were combined.

Mr. WHITE. It was in 1867.

Mr. LA FOLLETTE. The Senator from Maine gives me the year of 1867, for which I thank him. Since then there has been no way for the committees which are responsible for appropriations, and those which are responsible for raising money in order to meet the appropriations, to get together and give any over-all consideration to the respective problems of the two committees. It is true that we have an executive budget, but the recommendation in the pending bill would be a step in the direction of strengthening, and, to some extent, recapturing the power over the purse which has been gradually, although not entirely, slipping out of the hands of the Congress.

As the Senator knows, I have often advocated expenditures for certain purposes; I was one of those who led the fight to authorize expenditures in an effort to stem the worst effects of the depression; I have been for expenditures of money in certain fields of activity; but I have felt Congress should face the fact that in so doing it was creating a deficit. The project or program which is justified and can be supported will secure this approval, so to speak, by action taken to acknowledge publicly that the program is of such importance and justification that we are going on record as recognizing that it will cause an increase in the public debt.

Mr. BARKLEY. May I ask the Senator some further questions?

Mr. LA FOLLETTE. Certainly.

Mr. BARKLEY. Section 130, to which I have just referred, is linked up with section 208, on page 45, which provides:

SEC. 208. (a) If on December 31 in any fiscal year and after the resolution specified in section 130 (b) of title I of this act has been agreed to by both Houses—

That would mean that the resolution agreed to by both houses must have been adopted within 60 days after the meeting of Congress, which, under the law is now January 3, or, if Congress did not meet on that date, then not later than April 15. So the date December 31, referred to in section 208, would be the following December nearly a year later.

If on December 31 in any fiscal year and after the resolution specified in section 130 (b) of title I of this act has been agreed to by both Houses, the President is of the opinion that the aggregate amount of expenditures for such fiscal year will exceed the receipts in an amount greater than the excess specified in such resolution, the President shall so proclaim; and on the date of such proclamation all appropriations (except permanent appropriations and appropriations for servicing the public debt, for veterans' pensions and benefits, and to trust funds) shall be reduced by a uniform percentage—

And so forth. It seems to me that that puts off the President's proclamation in regard to any additional excess for nearly a year after the Congress has passed the resolution fixing what it would regard as an excess. Is that a proper interpretation of that language?

Mr. LA FOLLETTE. The appropriations and estimates of revenue would be made for the fiscal year beginning on the 1st of July.

Mr. BARKLEY. Then the President could not take action until after the 31st of December, or on that date, and that is just 6 months after the fiscal year begins, when half the appropriations for the year would have been expended.

Mr. LA FOLLETTE. Yes; and there would remain half of the fiscal year in which to make the necessary pro rata reductions, if that should become necessary.

Mr. BARKLEY. Did the committee consider these two sections in connection with the provisions of the Employment Act of 1946, which Congress passed a few months ago, in which provision was made for a joint committee of the two Houses on the economic report, consisting of seven Members from each House, and in which they are authorized and directed—

(1) to make a continuing study of matters relating to the economic report;

(2) to study means of coordinating programs in order to further the policy of this act; and

(3) as a guide to the several committees of the Congress dealing with legislation relating to the economic report, not later than May 1 of each year (beginning with the year 1947) to file a report with the Senate and the House of Representatives containing its findings and recommendations with respect to each of the main recommendations made by the President in the economic report, and from time to time to make such other reports and recommendations to the Senate and House of Representatives as it deems advisable.

The report of the President which the joint committee is to consider deals with the question of appropriations and receipts with a view to bringing about a balanced budget.

Mr. LA FOLLETTE. We had presumed, perhaps erroneously, that the Joint Committee on the Economic Report would take cognizance of this provision, and submit its report in time for consideration. But last night, in order to correct this situation by a provision in the bill, I offered an amendment which has been printed and is lying on the table, to amend section 225 of section 5 (b) (3) of the Employment Act of 1946, by striking out "May 1" and inserting in lieu thereof "March 15."

Mr. BARKLEY. I am raising these questions—

Mr. LA FOLLETTE. I am happy to have the Senator raise them.

Mr. BARKLEY. Because this bill contains many drastic changes—and I do not use the word "drastic" in the sense of being critical because I think that the committee, and especially the Senator who has charge of the bill, have gone about this work and approached it in a very constructive way, and I am in sympathy with the general objective which the Senator and the Senate, I assume, desire to attain; but there are so many provisions hidden in the bill—not hidden intentionally but couched in the language of the bill—and it is such a large bill, of many sections and many pages, that, in my opinion, if we do not get some information about its various provisions as we go along, the Senate



may be voting for something it does not understand, and the bill may contain things which they would desire to modify, if they were called to the attention of the Senate.

Mr. LA FOLLETTE. I am ready, willing, and anxious that the bill be discussed from every angle, and I hope we can continue the illuminating debate on it.

Mr. BARKLEY. I inquire if any representative of the Treasury Department or the Budget Bureau appeared before the special committee with respect to the change in the budgetary situation, as involved in section 130 and section 208? It may be that someone representing them appeared before the joint committee.

Mr. LA FOLLETTE. I did all I could. I wrote them a letter and called their attention to it, and I received an answer that they would give it consideration, but I have not yet received any further reply from them. I felt that I had gone as far as I ought.

I do not know that it has any bearing on the matter, but I should also like to say that I sent a personal letter to every Senator and sent him a copy of the report, which is very comprehensive, and urged that all Senators give the bill consideration and familiarize themselves with it, because we intended to take it up.

Mr. BARKLEY. That is true, and it is commendable. But I am speaking now of the hearings by the special committee prior to the report of the bill.

Mr. LA FOLLETTE. We did not hold any hearings because there was no request for hearings, and we thought we acted with superabundance of caution. Extended public hearings were held by the joint committee last year.

Mr. BARKLEY. Does the Senator recall whether the Treasury Department or the Budget Bureau was invited to discuss this particular feature of the bill?

Mr. LA FOLLETTE. We wrote them a letter and called their attention to it and asked for their comments, criticisms, or objections.

Mr. BARKLEY. I may find something else I want to ask the Senator about.

Mr. LA FOLLETTE. I hope the Senator will ask me any question he desires.

Mr. BARKLEY. I do not know what the answer is, but I believe we should understand this bill. It is quite complicated, at first blush at least.

Mr. THOMAS of Utah and Mr. DONNELL addressed the Chair.

The PRESIDING OFFICER. Does the Senator from Wisconsin yield, and, if so, to whom?

Mr. LA FOLLETTE. I yield first to the Senator from Utah, and then I shall yield to the Senator from Missouri.

Mr. THOMAS of Utah. I think it is proper to add a word or two in regard to section 130 and section 208 which the Senator from Wisconsin and the Senator from Kentucky have been discussing. The ideas expressed in an attempt to bring about a practice in accordance with the provisions of section 208 are not entirely new to the Senate as a whole. There is not an exact resemblance by any means, but there is a similarity to the ideas expressed by the special committee composed of the Senator from

Maryland [Mr. TYDINGS], the former Senator from Oregon, Mr. Holman, and myself, which was appointed to consider this roundabout scheme of attempting to provide in some way so that the Congress would always know the consequences of every appropriation which it makes, consequences in relation to the public debt, consequences in relation to appropriation bills, and the consequences in relation to our projected income for a given year. There is back of the provision more than theory, because in one or two States there have been practices closely related to the idea. I thought I should say this much.

Mr. LA FOLLETTE. I thank the Senator, who is a member of both committees, for his contribution. A very similar provision is in operation, I understand, in Oklahoma, and has worked through the years very well.

I now yield to the Senator from Missouri.

Mr. DONNELL. Will the Senator be kind enough to return to the subject matter which was referred to by the Senator from West Virginia?

Mr. LA FOLLETTE. Would the Senator permit me to offer a few amendments, so that we may discuss this matter in the light of the amendments, if they meet the approval of the Senate?

Mr. DONNELL. Certainly, but will the Senator yield for an inquiry?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. I should like, if I may, to have the opportunity of asking the Senator a question along the line of the questions of the Senator from West Virginia.

Mr. LA FOLLETTE. I shall be happy to answer.

Mr. DONNELL. The Senator from West Virginia raised the question as to who would have the power of discharging the Director of Congressional Personnel. I understood the Senator from Wisconsin to reply that inherent in the power of appointment is the power of discharge, and that therefore the same appointive power which exists under the bill would have likewise the power of discharge.

Mr. LA FOLLETTE. That is my understanding. I have read one or two decisions of the Supreme Court, which seem to make that very clear.

Mr. DONNELL. That leads me to the question which I desire to ask the Senator. I understand the appointive power is vested in four individuals.

Mr. LA FOLLETTE. That is correct.

Mr. DONNELL. The two majority leaders and the two minority leaders. Does the Senator understand, therefore, that the power of discharge likewise lies in those four hands?

Mr. LA FOLLETTE. I do.

Mr. DONNELL. Does that mean, for instance, that if such a situation should arise that three of the four thought it advisable to discharge the Director of Congressional Personnel, the three could not act upon the discharge without the consent of the fourth?

Mr. LA FOLLETTE. I would not so interpret it.

Mr. DONNELL. What would be the judgment of the Senator as to the rights

of the four? Would a majority have the right to discharge?

Mr. LA FOLLETTE. I do not think we would be getting into the situation we have gotten into in the United Nations Council, where a veto power rests with one nation.

Mr. DONNELL. Does the Senator therefore mean that after the Director of Congressional Personnel had been appointed one of the four leaders mentioned in section 201 would have the right to have the Director of Congressional Personnel discharged?

Mr. LA FOLLETTE. I assume there would have to be at least a majority of the four men to secure an appointment, and I would assume that it would take at least a majority to discharge the appointee.

Mr. DONNELL. Does the Senator understand that under section 201 (a) a majority of the four could appoint, or would it require the unanimous concurrence of all four leaders in order to appoint?

Mr. LA FOLLETTE. I may be wrong about it, the Senator may be right, it may require unanimity.

Mr. DONNELL. The thought I have in mind—and I should like to have the Senator consider it, if he will—is this: Would it be wholesome to legalize a situation whereby, if after a man was appointed to this highly important position, it should develop that three of the four men who appointed him regarded him as an improper person to hold the position, the three would be without power to discharge?

Mr. LA FOLLETTE. Frankly, I would say to the Senator that perhaps I have erred in the consideration of this particular problem on account of my knowledge and acquaintance with the men who have occupied these respective positions during my service in the Congress. It is inconceivable to me that those four men would not come to an agreement on the selection of a good man, and that they would not come to an agreement on his discharge if he proved to be an unfortunate selection. But I shall be very happy to provide by an amendment that, in case of his discharge, it shall be by a majority of the four.

Mr. DONNELL. Let me ask the Senator a further question along that line. As I understand the theory of section 201 (a), it requires, as I read it, the unanimous agreement of the four men in order to appoint in the first instance.

Mr. LA FOLLETTE. That is correct.

Mr. DONNELL. That, I take it, is on the theory that both the minority and the majority should have the right to an equal expression of views in the selection of the individual.

Mr. LA FOLLETTE. I think all four men would have to agree on the individual, or he would not get the job.

Mr. DONNELL. That raises this question: Suppose thereafter the individual should prove to have been an unfortunate choice, and we will say that two majority leaders, the majority leader of the House and the majority leader of the Senate, should think the man should be discharged, but the two minority leaders would not agree to that. Does the Senator think it wise that two of the four



persons should have the right to retain this man in office, or should there be an amendment to the bill by which, in the event two of either the minority or the majority should deem it advisable to discharge the man, he could be discharged?

Mr. LA FOLLETTE. As I said before, I certainly would be happy to go so far as to say that a majority should have the right to discharge him, because I believe that in this particular situation there is likely to be cooperation among the four leaders of the minority and majority, respectively, of the two Houses.

At first blush the Senator's suggestion would not seem inappropriate to me, because I think we are bound to have cooperation in selecting a man for this particular job. I do not believe that there would be involved any question of patronage, however some individuals in the Congress may feel about what is called congressional patronage. I have not had any in recent years, but I enjoyed some when I served here as a Republican. I will say that it did not take long to convince me that it was absolutely of no help from a political standpoint. It was simply a continual headache, because the individuals appointed were always pestering me to improve their situation, regardless of their merit.

Mr. DONNELL. Will the Senator yield for a further question?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. If it be of importance that there shall be unanimity among the four persons in the selection of the individual, is it not of equal importance that there be unanimity as among the four with regard to his retention, so as to avoid any disharmony and disunity which might arise by reason of the fact that the man should prove unsatisfactory?

Mr. LA FOLLETTE. I thought the Senator wanted to get to the point where two of the four could get rid of the man.

Mr. DONNELL. That was the point I was getting at. In other words, the point I was making was this: If in the opinion of the Senator the bill requires unanimity of the four in order to choose the appointee, is it not advisable also to provide by an amendment to the bill, appropriately phrased, that the retention of the individual shall likewise be dependent upon unanimity, perhaps not unanimity so as to permit one man to oust the man, but should it not be true that if two of the four were of the opinion that he should not be retained, those two should have the right to have him discharged? Does the Senator agree to that?

Mr. LA FOLLETTE. I am just a little confused. I thought the Senator was in agreement that it was proper to have unanimity in the appointment, and that his objective was to create a situation where two of the four who had appointed the director could bring about his removal and the selection of another. Is that correct?

Mr. DONNELL. That is correct.

Mr. LA FOLLETTE. So far as I am concerned, I think there is going to be unanimity no matter what we write into the statute, because I believe the majority and minority leaders of both

parties in both Houses will select a man of experience and high caliber.

But I am willing to go along with the Senator on an amendment to provide that, having unanimously agreed to appoint the director, if they find they have made a blunder, two of them can discharge him, and that the four men get together and find another director.

Mr. DONNELL. May I ask the Senator a further question on a different matter?

Mr. LA FOLLETTE. I shall be delighted to have the Senator do so.

Mr. DONNELL. If the Senator will be kind enough to turn to page 31, line 3, in section 128, where we find language referring to the matter of the study to be made by the Congress of the pertinent reports, data, and so forth, it is provided, as the Senator will recall:

To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous surveillance of the execution by the administrative agency concerned of any laws, the subject matter of which is within the jurisdiction of such committee.

The question I should like to address to the Senator from Wisconsin is as to his conception of what the terms "surveillance" means in that section, and if I may amplify a little more fully, I think I may more adequately present to the Senator the query which I have in my mind. I observe that in the dictionary the term "surveillance" is thus defined:

The act of watching, or the state of being watched, especially so as to control or keep under guard; a spying supervision; superintendence.

Does the Senator have in mind that it shall be the duty of each standing committee to exercise a superintendence and a control over the action of the administrative agencies, or is it the intention of the Senator merely to provide that there shall be a continuous state of watchfulness on the part of the committee?

Mr. LA FOLLETTE. We used the word in the sense of watchfulness, and I have explained how I think it will work. That is, if the standing committee is given this responsibility and mandate, and is given a staff of experts, it will be in touch with the various activities of the departments or agencies of the Government over which it has jurisdiction, and it will endeavor by cooperation, by meetings and exchange of views and gathering of information, to make certain, insofar as possible, that the agency or department, in exercising the broad delegation of legislative power which is contained in almost every act, is exercising it as was intended by Congress. The most important phrase in many acts today is: "Blank agency shall have the power to issue rules and regulations to carry out this act." We have built up volumes of administrative law which the Transport Division of the Army would be burdened to carry from one point to another.

My theory about how this will work is derived from some experience. It will work by a continuous surveillance, over-

sight, watchfulness of the particular standing committee and its staff over the manner in which the department or agency is exercising the broad delegation of legislative power given to it so as to make certain that the power is being exercised as was intended by the Congress.

It will have no power to tell the head of a department or agency, "We abrogate this regulation," but it will become familiar, as the process goes along from month to month and year to year, with the manner in which the department or agency is administering the power bestowed upon it. It will then be very likely, I believe, if the committee finds that the agency or department is going beyond the intent of Congress, to introduce legislation to correct the situation.

Furthermore, I think the members of the particular committee and its staff will also become very much more familiar than they are today with the problems which the executive arm of the Government confronts in carrying out broad delegations of legislative power. I have seen that work to mutual advantage in connection with one or two committees with which I am familiar.

Mr. DONNELL. Mr. President, will the Senator yield for one further inquiry?

Mr. LA FOLLETTE. Yes.

Mr. DONNELL. I am very favorably impressed with the general theory which is enunciated by the distinguished Senator. I do, however, have in mind this point: It seems to me that we clearly have in our type of Government three distinct divisions, the judicial, the executive, and the legislative. It appears to me that when the legislative has enacted legislation, the function of administering the legislation thereupon rests with the executive department of the Government. I do not deem it advisable that the legislative department shall undertake either to make itself an adjunct to the executive department or that it shall have upon itself the responsibility of seeing that there is a proper administration of the law which it has itself passed and the administration of which it has cast upon specific persons or agencies.

It appears to me that it would be very unfortunate if there should arise the inference from this section of the bill that it is intended hereafter that the standing committees of this body shall be in effect an operating branch of the Government and shall undertake to control the exercise of power by the administrative agencies. I think it would be unfortunate if the public should get the idea that they could go to various committees of the Congress and undertake to reverse the action of the specific departments or branches, although I fully agree with the thought of the Senator that it is well to observe watchfulness in order that we may make improvement, in order that we may be governed in our future appropriations, and in our future legislation.

In view of the fact, Mr. President, that the definition of the term "surveillance" is, as I have previously read it, "The act of watching, or the state of being watched, especially so as to control or keep under guard."



In view of that definition, I want to ask the Senator whether he would have any objection to the substitution, in place of the word "surveillance," of the word "watchfulness."

Mr. LA FOLLETTE. I would have no objection at all. If the Senator offers such an amendment, so far as I am able to do so I would be very happy to accept it. What would the Senator think of "general inspection and review?"

Mr. DONNELL. I would not favor the word "review." I think the term "watchfulness," which the Senator stated he would be willing to accept, would be preferable.

Mr. LA FOLLETTE. That is all right. I shall not argue with the Senator over that.

Mr. DONNELL. I thank the Senator.

Mr. HAWKES. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. Yes.

Mr. HAWKES. I like that section very much. I do not know that I object in any way to the suggestion made by the Senator from Missouri, but to me this section means that after we pass a law the committee which is responsible for the recommendation to the Congress is going to watch the situation and see whether the law is carried into effect in accord with the intent and purpose of the Congress in enacting it.

Mr. LA FOLLETTE. That is the objective. I repeat, this is only a rule. It does not extend any statutory power. The committees are only the creatures of the legislative bodies that create them. What has the Small Business Committee been doing, and what has the Mead committee, and the Truman committee, as it was called before that, been doing? What they have been doing all the time is making studies and ascertaining the manner in which the delegation of power to the administrative branch is being executed. I desire to make this very clear. We have reached the point where practically every measure of any great magnitude that passes Congress contains a general delegation of legislative power. I think the Congress has a right, a duty, and an obligation to the citizens of the Republic to make certain that it is privy to the manner in which such delegated power is being exercised.

Mr. DONNELL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. After the citizen has been injured by an abuse of such power, the business of locking the door by cutting off an appropriation is, first of all, a negative approach. It strikes down the activity instead of improving it. It likewise comes too late.

This is no statutory delegation of power to anyone. What will happen if this plan goes into operation and the committees carry out their responsibility? They will be constantly in a position to know the manner in which rules and regulations which the Congress has authorized, and which have the effect of administrative law, are being administered. If the committees find that they are not being administered as the Congress intended, the committees will have no power to tell the administrative

agencies to correct or alter the regulations. However, in the light of that knowledge, if the abuse were of importance, legislation could be introduced to correct the situation.

Mr. HAWKES. Mr. President, will the Senator further yield?

Mr. LA FOLLETTE. I yield.

Mr. HAWKES. I wish to say to the Senator, first, that I believe he and his committee have done an excellent piece of work in connection with this reorganization plan. So far as I am concerned, when I first came to the Senate one thing that impressed me was that the task before Senators was utterly impossible the way the thing was being done. Any number of persons have asked me, "Was this the intention of the Congress?" I have said, "No; I do not believe it was." Then I have been asked, "Why do you not take some action to cure the situation?"

All we are saying in section 128 is that we have a duty to do more than enact a law. We have a duty to watch and see whether the law is administered the way it was intended. Is not that the sole objective? We are saying that we have more than a duty to enact a law. Congress has a duty to follow through and see whether that law is being misapplied to the detriment of the objective which we hoped to attain. If it is we should take the necessary legislative action to correct the situation.

Mr. LA FOLLETTE. Certainly. When the Congress delegates its power—and it is a legislative power—to issue rules and regulations, it provides that there shall be penalties for violations. I believe that when Congress considers the complicated character of our present economy, which is no longer an agricultural economy in which the few important regulations to be adopted may be specifically written into law; when it yields up that rule-making power and delegates it to an executive agency, it is part of the responsibility of Congress to keep informed as to whether the power is being exercised as it intended it should be.

I am just as conscious as is any other Senator of the field upon which the Congress must not transgress, and has no right to transgress. That is the field of administering and executing the laws. However, if our committees carry out this mandate; if they find that some agency or some bureaucrat is exercising power in a manner entirely unintended by Congress, I think we have the duty and the responsibility to know about it. I think we also have the obligation to exercise the power which we have, namely, to correct abuse of the law or misinterpretation of the intent of Congress.

Mr. HAWKES. May I ask the Senator from Wisconsin what was his suggestion in place of the word "watchfulness"?

Mr. LA FOLLETTE. I had suggested "inspection and review." I do not think it makes much difference. "Oversight" would be just as good a word. We certainly did not intend surveillance in the sense of an OGPU, or some kind of spy system, with people peeping through keyholes and tapping telephone wires.

Mr. HAWKES. Let me say to the Senator from Missouri that I believe that something more than watchfulness is required. I have seen a great deal of watchfulness in the United States in the past 10 or 15 years. I believe that we require some phrase which indicates not only watchfulness, but action to correct the thing which has gone wrong.

Mr. DONNELL. Mr. President, will the Senator yield?

The PRESIDING OFFICER (Mr. JOHNSON of Colorado in the chair). Does the Senator from Wisconsin yield to the Senator from Missouri?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. I should like to respond to the Senator from New Jersey.

To my mind, we are discussing something of fundamental importance. To my mind the obligation of the Congress of the United States does extend to the point of watchfulness, and to the extent of subsequent legislation which may prove necessary in order to correct abuses. But I do not believe that it is the duty of the Congress of the United States to undertake to administer the respective executive branches.

Mr. HAWKES. I agree.

Mr. DONNELL. I believe that the word "inspection" comes nearer to it than "review," but I certainly would be opposed to the use of the word "review," because to my mind that would be, in effect, placing both the privilege and the responsibility on the Congress of practically undertaking to administer the laws which it enacts.

As I see it, the Senator from New Jersey has the correct idea, namely, that it is the duty of Congress to watch, and thereafter if it shall find that there has been error, iniquity, or improper conduct, or that the law does not adequately cover the situation, it is the duty of Congress to enact proper legislation. But to my mind it would be a decided mistake to leave this section in such language as to permit anyone to understand that Congress is going to take into its hands the administration of the executive or administrative branches, upon which not only the privilege but the responsibility has been cast. I do not believe that we should relieve the various branches of responsibility.

Mr. HAWKES. Mr. President, will the Senator from Wisconsin yield to me for a moment?

Mr. LA FOLLETTE. I yield.

Mr. HAWKES. The greatest criticism that has come to me from all over the United States in regard to the Congress of the United States is that it has enacted laws, and then has permitted them to be misapplied and misinterpreted, and has not promptly taken the necessary action to correct the evil of maladministration or incorrect administration of the law. That criticism is heard all over the United States in every walk of life.

Mr. DONNELL. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. It is very important to observe the line between legislation on the one hand and executive duties on



the other hand. I can well understand and appreciate the criticism which has been made. I think it devolves upon Congress, for example, in the matter of the Office of Price Administration, to change the law whenever it shall be necessary. But I do not understand it to be the duty of any committee of either House to administer the Office of Price Administration, or to be a reviewing body which shall, in effect, take unto itself not only the privilege, but the responsibility of administering those duties.

With respect to the question of the delegation of legislative power, I have heard with much interest the remarks of the distinguished Senator from Wisconsin. To my mind it is exceedingly important to differentiate between what the Congress has the right to do and what it does not have the right to do with respect to delegation. My recollection is very clear on the proposition that the Supreme Court of the United States has held time and time again that Congress has no power to delegate its legislative authority. It has power, of course, to lay down standards. It has the right to delegate to the Interstate Commerce Commission, for illustration, the matter of regulation of rates, upon standards prescribed, and to give that organization the right to fix rates. But so far as the Congress of the United States having the right to delegate its legislative power is concerned, the Supreme Court has held time and time again, in clear and unmistakably strong language, that we have no such power.

So I take it that the Senator from Wisconsin has in mind what I have in mind, namely, that in many instances Congress has permitted the power of regulation which, of course, is beyond the practical power of Congress. It has permitted administrative rules and regulations to be adopted.

Mr. President, it may be that we have gone too far at times, as I fear we have in some of the measures we have passed in recent months, in undertaking to delegate more legislative power than we had a right to delegate. I wish to take this opportunity, in concluding these remarks, to say that I, for one, am opposed to the idea that Congress has the power to delegate one iota of its legislative power to either the judiciary or to the executive branch of the Government.

Mr. MEAD. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. MEAD. I should like to ask the Senator from Wisconsin a few questions with reference to the duties of the director of personnel, particularly with respect to the employees of the Architect of the Capitol. We have two groups of employees who will come under the director of personnel who is to be established in accordance with the provisions of the pending bill. One of them is the group of employees not covered by the Classification Act and the Retirement Act. They may include elevator operators, employees of the police force, employees of the Senate, and employees of Senate committees. The other group comes directly under the Architect's Office. They involve about 800 employees. The work of some of these employees is

of a highly technical nature. The employees are mechanics, engineers, laborers, and so forth. They are found not only here in the Capitol Building but in the power plant and in the other buildings around the Capitol.

I wonder whether there is a possibility of dividing the direction of those employees, so as to leave with the Architect of the Capitol control of the employees who now are covered by the Classification Act and by the Retirement Act and by the other provisions of law which apply generally to permanent employees.

Mr. LA FOLLETTE. I certainly would have no objection to an amendment which recognized the fact that there is such a situation with regard to certain employees of the Architect of the Capitol. It never occurred to me that the Director of Personnel, to be selected by the four majority and minority leaders, and who would be charged with the responsibility of remedying a situation which has existed for many years, would begin by tearing down what little progress we have made in that time. So if the Senator is apprehensive of that, I should be glad to accept an amendment for that purpose.

Mr. MEAD. I can appreciate the necessity for the appointment of a Director of Personnel, as provided in the bill, with respect to the personnel who are not permanent and who are not covered by the Civil Service Classification Act. It seems to me that the provision of the bill for the pooling of personnel is very laudable, and I think such personnel will well come under the direction of the Director of Personnel.

I appreciate the Senator's suggestion, and I shall prepare an amendment to apply only to the technical personnel coming directly under the Architect's office.

Mr. LA FOLLETTE. Mr. President, while we are still somewhat close to the discussion which I had with the able Senator from Missouri [Mr. DONNELL] I should be happy to offer, or to have him offer, an amendment on page 31, in line 3, to strike out the word "surveillance" and insert "watchfulness."

Mr. DONNELL. If it is agreeable to the Senator from Wisconsin, I shall be very happy to prepare such an amendment and submit it.

Mr. LA FOLLETTE. It does not need to be prepared; it can be offered now.

Mr. DONNELL. Very well; I offer it now.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 31, in line 3, after the word "continuous", it is proposed to strike out "surveillance" and insert "watchfulness."

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Missouri.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I should like to offer an amendment which we discussed somewhat earlier. I send it to the desk and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 32, in line 15, after the words "shall be", it is proposed to strike out "received or con-

sidered in" and insert in lieu thereof "passed by."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Wisconsin.

Mr. GEORGE. Mr. President, will the Senator explain the amendment?

Mr. LA FOLLETTE. It is on page 32, and it would permit the introduction and consideration of appropriation bills at the beginning of the session.

Mr. GEORGE. I have no objection to the amendment. As I understand the matter, no appropriation bill can be passed until such a concurrent resolution has been adopted.

Mr. LA FOLLETTE. That is correct.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. GEORGE. Mr. President, while we are on that subject, Mr. President, let me ask the Senator from Wisconsin whether he will accept an amendment providing for a record vote, in the provision beginning in line 12, on page 32, as follows:

Until the concurrent resolution specified in subsection (b) has been agreed to by both Houses—

And so forth.

Mr. LA FOLLETTE. I shall be glad to accept that amendment.

Mr. GEORGE. Mr. President, I move to insert in line 13, on page 32, after the words "agreed to", the words "by record vote".

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Georgia.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I submit the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 49, after line 19, it is proposed to insert the following new section:

#### JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "March 15."

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. BARKLEY. Mr. President, I should like to ask the Senator a question about another matter, concerning which I do not find any thing in the bill. Will the Senator yield to me?

Mr. LA FOLLETTE. I yield.

Mr. BARKLEY. There are a couple of functionaries here known as the majority and minority leaders, and the same two positions exist in the other branch of Congress. They have what are known as a committee on the majority conference and a committee on the minority conference. Of course, both of those are political in a sense. They could not be otherwise.

What does this bill do with respect to the director of personnel, with regard



to his appointment of those who are to work with and for and under the majority leader and minority leader, as chairmen of the respective conference on the majority and minority? I have not found anything in the bill about that. Of course, the bill would set up in each House a policy committee.

Mr. LA FOLLETTE. Yes.

Mr. BARKLEY. That is a different proposition.

Under the appropriation bill for the legislative branch of the Government, every year an appropriation is made for certain assistants to the majority and minority leaders, or to the majority conference and to the minority conference, as I believe the item is carried.

Mr. GEORGE. Mr. President, may I call the Senator's attention to the language in subsection (g) on page 37—if the Senator from Wisconsin will yield to me.

Mr. LA FOLLETTE. I yield.

Mr. GEORGE. It reads as follows:

(g) The provisions of this section shall not apply and the authority of the Director shall not extend to elected officers of the Senate or House of Representatives, or to personnel of Members' offices, or to personnel of party policy committees herein provided for.

I do not know about the reference "herein provided for," but "party policy committees" would seem to embrace what the Senator from Kentucky has in mind.

Mr. BARKLEY. No; I am afraid not.

Mr. LA FOLLETTE. On page 51, under section 244 (b), there is provided an appropriation of the sum of \$30,000 for the maintenance of a staff to assist the policy committee.

Mr. BARKLEY. That is a different proposition. The policy committee, as provided for in this bill, will consist of 7. The majority leader and the minority leader may not even be members of the policy committee. I am speaking of the conferences of the majority and the minority presided over by the respective leaders. There are certain clerks and assistants allowed to the majority leader and the minority leader as chairmen of the two conference committees provided for in the present law. I do not see anything at all in this bill referring to that matter.

Mr. WHITE. Mr. President, if the Senator will yield, I should like to make a correction. The minority conference is presided over not by the minority floor leader but by a chairman of the conference.

Mr. BARKLEY. That is a new custom. It used to be and still is the custom in the majority conference for the conference to be presided over by the majority leader. The chairman of the majority conference is automatically the majority leader. But the point is that the Senator from Maine, who as the minority leader is now allowed certain assistants who are personal to him and supposed to be loyal to his work, will not select those persons, but they will be selected by the Director of Personnel.

Mr. LA FOLLETTE. It was not the intent of the committee to interfere with the present arrangements. I ask if the following language would meet the Senator's point. On page 37, in line 25, after the word "for", I move to strike out the

period, substitute a comma, and insert "or to the personnel of the majority and minority conferences."

Mr. BARKLEY. That would cure my difficulty. There is nothing else in the bill which refers to the situation.

Mr. LA FOLLETTE. No. It was the intent of the committee to take care of that situation, and we thought we had taken care of it in relation to these staffs. We discussed the service which we felt this substantial appropriation might afford, not only to the conferences, but to the majority leader and to the minority leader by affording them additional help. We certainly would not try to help them by taking something away from them.

Mr. President, I ask that the Senate act on my amendment.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. MEAD. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. MEAD. I have prepared an amendment which separates the patronage employees of the Architect of the Capitol from the permanent employees, they being, mostly, mechanical employees. The amendment would be on page 37, at the end of line 25, to strike out the period, insert a comma and the following new language:

or to the Architect of the Capitol or any employees or activities under the Architect of the Capitol, except patronage employees, and all employees other than patronage under the Architect of the Capitol shall be selected and appointed by the Architect of the Capitol on the basis of their fitness or their technical duties, and the so-called patronage system shall not extend to any position under the Architect of the Capitol not now under patronage.

Mr. LA FOLLETTE. Will the Senator from New York permit me to give his amendment some consideration?

Mr. MEAD. Very well. I shall call it up later.

Mr. LA FOLLETTE. Very well.

Mr. President, I send forward an amendment which I ask to have read.

The PRESIDING OFFICER. The amendment offered by the Senator from Wisconsin will be stated.

The CHIEF CLERK. On page 35, at the end of line 11, it is proposed to insert the following:

The Director of Congressional Personnel shall be ineligible for appointment to any office or position in the executive branch of the Government for a period of 5 years after he shall have ceased to be the Director.

Mr. LA FOLLETTE. Mr. President, I have offered the amendment in order to meet a point raised by Senators that we should make certain that the Director of Personnel will be one who will look forward to his service on the basis of his behavior, and will understand that he shall serve with the legislative branch of the Government and not ultimately with the executive branch of the Government.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I send forward another amendment which

would apply the same provision to the permanent staff of the committee.

The PRESIDING OFFICER. The amendment offered by the Senator from Wisconsin will be stated.

The CHIEF CLERK. On page 42, after line 8, it is proposed to insert the following new subsection:

(i) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of 5 years after he shall have ceased to be such a member.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, I send forward to the desk another amendment which I ask to have read. I invite attention particularly of the Senator from Georgia.

The PRESIDING OFFICER. The amendment offered by the Senator from Wisconsin will be stated.

The CHIEF CLERK. On page 42, after line 8, it is proposed to insert the following new section:

(h) In recommending and certifying professional staff members to the respective committees as provided in this section, the Director of Congressional Personnel shall consult and cooperate with each committee to the fullest extent.

I do not know whether the amendment meets the criticism which has been directed toward the question of the power of the Director to recommend the personnel of the permanent committee staffs, but it is an effort to go somewhat in that direction by placing upon him a statutory mandate to cooperate with the committees. I believe the amendment would strengthen his efficiency, and at the same time afford an opportunity to relieve him of his position if he failed to carry out both the letter and the spirit of the new proposed subsection.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, the Senator from New York [Mr. MEAD] is not present in the Chamber at this time, but I have had an opportunity to examine his amendment. I should like to state that, so far as I am concerned personally, I am prepared to accept it when he offers it.

Mr. GEORGE. Mr. President, if I may have the attention of the Senator from Wisconsin, I should like to suggest an amendment which I believe the Senate could wisely insert in the bill. It will be recalled that the general scheme is to give the Director of Personnel the power to make a survey and submit certain recommendations in regard to classifications, salaries, and so forth, and that there will be certain mandatory requirements to be inserted in his recommendation. He must come to Congress for its approval. He does not come to Congress to obtain approval of the experts to the standing committees, the four experts, who are to be appointed without any further congressional control or direction. But, with reference to



the appointment of committee staffs, two for the majority, or the chairman, and two for the minority, and two for general committee work, and so forth, he must come to Congress for that authority and for the approval of his general plans. In subsection (f) at the bottom of page 41 this language occurs:

(f) When the Director of Congressional Personnel submits a plan for revision of legislative pay schedules and such plan is accepted by the Congress, all provisions of law authorizing chairmen of standing committees to rearrange or change the salaries and number of committee employees are hereby repealed—

Then follows a semicolon and the words—

and the personnel of Members' offices shall not be assigned any committee work.

I suggest that it would be wise and in keeping within the inherent power of the Congress in any event to strike out the semicolon and insert on page 42, "unless otherwise directed by Congress in its resolution of approval."

Of course, Congress would have the right to disapprove the plan outright, or it would have the right to modify it, but I think it would give the Congress somewhat greater freedom of action if there were incorporated the language "unless otherwise directed by Congress in its resolution of approval."

Mr. LA FOLLETTE. Mr. President, if the Senator will yield, I think that is a very constructive suggestion, and so far as I am personally concerned, I am happy to accept it.

Mr. GEORGE. Mr. President, I offer the amendment.

The PRESIDING OFFICER. The amendment has been stated. Without objection it is agreed to.

Mr. GEORGE. Now, Mr. President, I come to the question of the jurisdiction of some of the standing committees set up by the bill. I must preface my statement by saying that I am not acting in my personal capacity, because I probably would like to be relieved of any work in the Senate, so far as that goes; but I think certain amendments to the bill on page 11, defining the subject matters that must be referred to the Committee on Finance, should be adopted in the interest of clarification. I have two or three amendments. Before discussing the one which probably might be somewhat controversial, I think that following clause 7, on line 11, there should be added a new subparagraph or a new number which would read as follows:

8. National social security.

That is a subject which the Senator from Wisconsin very properly said was well balanced in the committee's opinion, and had to be placed somewhere in any event; but, in view of our prior experience and the inevitable connection of such legislation with taxation, it seems to be desirable to put it in at this point under the Finance Committee, and eliminate it, of course, on page 15, that is, to strike out lines 14 and 15 on that page, and renumber the following subparagraphs.

Mr. LA FOLLETTE. Insofar as I am able to do so, I am glad to accept that amendment.

The PRESIDING OFFICER (Mr. BURCH in the chair). Without objection, the amendment is agreed to.

Mr. LA FOLLETTE. Then, I ask unanimous consent that the corresponding amendment which needs to be made on page 15 with regard to the jurisdiction of the new Committee on Labor and Public Welfare should be stricken out.

Mr. GEORGE. Of course, there is no objection to that, I am sure.

Mr. LA FOLLETTE. No. 11 on page 15 should be stricken out.

The PRESIDING OFFICER. Without objection the amendment suggested by the Senator from Wisconsin [Mr. LA FOLLETTE] is agreed to.

Mr. GEORGE. As a matter of precaution, I assume in a general way the subject matter to which I am about to refer is included under "Revenue measures generally, customs, collection districts," and so forth, but it is not entirely clear and it can be clarified by adding on page 11, the words:

9. Tariffs and import quotas and matters related thereto.

In fixing sugar quotas the committee necessarily has to rearrange tariffs and to deal with these matters. I think they would be covered under the general language—

Mr. LA FOLLETTE. That was the intent of the committee, but I am happy to have it clarified.

Mr. GEORGE. I thank the Senator very much, and I offer on page 11, following the amendment just adopted, the following amendment:

9. Tariffs and import quotas and matters relating thereto.

The PRESIDING OFFICER. Without objection, the amendment is agreed to.

Mr. LA FOLLETTE. Mr. President, I think that subject is very definitely related to the general jurisdiction of the committee and there was no intent to change it.

Mr. GEORGE. I think that is so. I think it would have been included under the general language.

Mr. LA FOLLETTE. Yes; but I am glad to have it clarified.

Mr. GEORGE. Since very broad language is used in the provisions under agriculture, it seems necessary that that feature of it be cleared of doubt.

Mr. President, I come now to another matter I wish to bring to the attention of the Senate.

Mr. LA FOLLETTE. Mr. President, I inquire if the amendment last offered by the Senator from Georgia was agreed to.

The PRESIDING OFFICER. It was agreed to without objection.

Mr. GEORGE. The other matter to which I refer is the creation of the Committee on Veterans' Affairs. I wish to make a brief statement.

Mr. WHITE. On what page is that?

Mr. GEORGE. On page 20, relating to the proposed Committee on Veterans' Affairs.

That committee is to be set up as one of the 16 standing committees of the Senate, and, under the bill, all matters shall be referred to that committee which relate to veterans' measures generally;

pensions of all the wars of the United States, general and special; life insurance issued by the Government on account of service in the armed forces, compensation, vocational rehabilitation, and education of veterans; veterans' hospitals, medical care and treatment of veterans; soldiers' and sailors' civil relief; and readjustment of servicemen to civil life.

Nearly all those subject matters, not quite that number but nearly all, in actual practice have been handled by the Finance Committee for a number of years, since World War I, in fact.

There is a general Committee on Pensions which deals with the pensions of other wars, and that committee has some duties to perform now, but it does not have any substantial duties outside of legislation relating to the veterans of World Wars I and II which would be given to the new Committee on Veterans' Affairs, the sixteenth standing committee, if it were approved with the jurisdiction indicated.

It will be remembered that under the bill no Senator can hold a position on more than two committees. He is strictly limited to two committees, with the two exceptions stated in the bill, one the Committee on the District of Columbia, and the other the Committee on Rules, I believe.

In view of that provision in the bill, the Committee on Finance, which has had jurisdiction of these important subjects, which inevitably involve very large expenditures of money since World War I, would be unable to have representation on this veterans' committee. I refer to myself by saying merely that, as chairman of the Senate Committee on Finance, and also as a member of the Committee on Foreign Relations, I could not hold membership on the veterans' committee, which would deal entirely with World War I and World War II veterans' affairs.

Mr. JOHNSON of Colorado. Mr. President, will the Senator from Georgia yield?

Mr. GEORGE. I yield.

Mr. JOHNSON of Colorado. For the very same reasons I would not be able to accept membership on that committee, a committee in which I am tremendously interested. As the Senator knows, I am now acting as chairman of the Subcommittee on Veterans' Legislation of the Committee on Finance. I could be a member of only two committees, and certainly I could not very well afford to give up one of my other committees for the proposed new committee.

I hope, for the reasons stated by the Senator from Georgia, that the veterans' legislation will be continued in the Committee on Finance. There is going to be a tremendous amount of veterans' legislation, as we all know, and it is going to involve sizable sums of money. The best interests of the country, the best interests of the veterans and everyone else will be served by our having a very strong committee in charge of veterans' legislation.

I have advocated in the past the creation of a special veterans' committee, but that was before we were asked to curtail the number of committees and curtail



membership of Senators on committees. I had thought that the volume of veterans' legislation entitled the veterans to have a special committee, but under the provisions of the pending bill, I think it would be a very grave mistake to create a veterans' committee when we are curtailing membership on committees and curtailing the number of committees.

Mr. GEORGE. Mr. President, I fully agree with the distinguished Senator from Colorado, who, as he has said, is the chairman of the Subcommittee of the Finance Committee in charge of veterans' affairs.

I think it would be a peculiar loss if the continuity of activity, and study, and work by members of the Finance Committee in this important field were now disrupted. The distinguished Senator from Wisconsin, who is the ranking member on the minority side of the Committee on Finance, would find himself ineligible to membership on the veterans' affairs committee. In fact, no Member who has been active in the consideration of veterans' affairs on the Finance Committee during the past many years could become a member of the new committee.

For that reason, not because I wish to retain the jurisdiction, which would be a considerable burden in point of work, it seems to me it would be well not to include in the pending bill the provision affecting the veterans of World Wars I and II.

I would say that if subsequently the bill shall be approved by this body and the House, and it is then desirable to create a separate veterans' committee—and it might be—we could set it up without the embarrassment of the provisions of the bill, and we could so provide in a very simple amendment, it seems to me, which would take care of that matter, and hold it open so that on final approval of the bill by both Houses of Congress we would be free to set up a veterans' affairs committee, but without regard to these limiting provisions.

It certainly would not be very wise for the Senate to exclude, by a law which is intended to accomplish a great deal of good in many directions, the possibility of service of some members of the Finance Committee who have been most active in the consideration of veterans' legislation over the years, and have pretty wide familiarity with that legislation.

Mr. President, I hope the Senator from Wisconsin will agree to eliminate portions of the subject matters proposed to be given to the proposed Veterans' Committee as set forth on page 20, especially in paragraph 1, and in two or three or four other paragraphs, insofar as they relate to veterans of World Wars I and II.

Mr. LA FOLLETTE. Would not the Senator be willing to take the entire list of subjects, because I do not know exactly where to put it now. We are doing away with the Pensions Committee.

Mr. GEORGE. I think I may say to the Senator that the Finance Committee could take them all. I shall be very happy to cooperate in the setting up of a special Veterans' Committee, if the bill shall finally be accepted by the House, but I would want the way open

for the exercise of the very best judgment of members on the committee who have the widest familiarity with the problem.

There are some subject matters set out here, such as readjustment of servicemen to civil life, and others, which have usually been handled by the Committee on Military Affairs or the National Defense Program Committee, but we could take them all for the time being.

Mr. LA FOLLETTE. Will the Senator yield to me to make a brief statement about this matter?

Mr. GEORGE. Yes; I am glad to yield.

Mr. LA FOLLETTE. Certainly the Senator knows that, so far as I am concerned, I value and set great store by my long service on the Committee on Finance, and also by my long service on the Veterans' Subcommittee of that committee.

It was the feeling of the special committee that, because of the large number of men and women who were involved in World War II, inevitably the legislative work load in relation to their problems was bound to grow very rapidly and to become very onerous. We certainly did not intend to reflect on the Veterans' Subcommittee of the Committee on Finance, of which my very able and treasured friend, the Senator from Colorado [Mr. JOHNSON], is the chairman, and of which I am the ranking minority member. There was no intent to indicate that we had any idea that that committee had not done its best. But we did feel, looking into the immediate future, that there was going to be a tremendous increase in the work load in the field of veterans' legislation, and therefore we suggested the establishment of this committee.

It is true that, whenever there is a general reorganization of the committee structure we are confronted with certain situations in which Senators, or Members of the House, if they should decide to take any action in that direction, inevitably lose opportunity for service on some committees which their experience in the fields of jurisdiction of the committees eminently qualify them for.

The Senator has made that point very strongly here with regard to the veterans' situation, because I doubt if many, or perhaps any, of the present members of the veterans' subcommittee of the Finance Committee would find it possible or think they could give up their position on the Finance Committee to assume service in the reorganized pattern on this new committee. So, while I am firmly convinced in my own mind that in the near future we will have to set up a veterans' committee in order to relieve the Finance Committee of a tremendous burden, I am not disposed to resist this amendment at this time.

Mr. THOMAS of Utah. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. THOMAS of Utah. In the same spirit in which the Senator from Georgia [Mr. GEORGE] has spoken, and in keeping with the spirit of our special committee, since there is question about the division of labor in regard to veterans' affairs, I think it would be proper to state that if a special veterans' committee is not created, probably a division of labor

in handling these matters would come quite logically after paragraph 3. In the case of vocational rehabilitation and education of veterans, we found, for example, in handling vocational work and rehabilitation work that civilian rehabilitation is in the hands of one committee and veterans' rehabilitation in the hands of another committee. That has worked to the disadvantage of the veteran himself, and it has kept many veterans from being able to embrace all the opportunities for rehabilitation which the various States offer.

When it comes to veterans' hospitals, medical care, and treatment of veterans, it seems to me that those phases could be handled very much better by the committee which is taking care of the United States public health and other hospitals, and things of that kind.

As to the item "Soldiers' and sailors' civil relief," that has been in the Military Affairs Committee, but it has to do with the treatment of veterans, and readjustment of servicemen to civil life. It is purely educational, and if we are going to do the most for the veterans it should be done in connection with all the State organizations which have been set up to take care of the civilian rehabilitation of veterans.

I shall not make a formal motion, Mr. President, because that should come either from the Senator from Georgia or the Senator from Wisconsin. But if the Committee on Veterans' Affairs is not set up, I think we could logically place the first three items, plus the first part of the fourth item, "Compensation" in the Finance Committee, and then, beginning with the remaining two parts of item 4 "Vocational rehabilitation, and education of veterans," item 5, "Veterans' hospitals, medical care, and treatment of veterans," item 6, "Soldiers' and sailors' civil relief," and item 7, "Readjustment of servicemen to civil life," assign those activities to the Committee on Labor and Public Welfare. I think such division of labor is consistent with the theory on which the various committees are established. So the Finance Committee would retain item 1, "Veterans' measures generally," item 2, "Pensions of all the wars of the United States, general and special," item 3, "Life insurance issued by the Government on account of service in the armed forces," and the first part of item 4, "Compensation."

It seems to me, Mr. President, that those items are logical to be placed with the Finance Committee, and that the other items are logically matters which belong to the new Committee on Labor and Public Welfare.

Mr. GEORGE. I may say to the Senator from Utah that I fully agree with his statement. I believe the matters embraced in lines 14 to 19, excluding "Compensation" should be placed in the Committee on Labor and Public Welfare.

Mr. LA FOLLETTE. Then, as I understand it, the amendment would be to strike out on page 20 the language beginning in line 9 through and including line 19; that the first three paragraphs, beginning in line 9 and ending in line 13 would be placed under the heading of "Committee on Finance," on pages 10 and 11—



Mr. JOHNSON of Colorado. Plus the part "Compensation" under item 4, in line 14.

Mr. LA FOLLETTE. Plus "Compensation" in line 14, under item 4; all to be placed under the Finance Committee on pages 10 and 11.

Mr. GEORGE. Following the amendment already adopted.

Mr. LA FOLLETTE. Yes; following the amendment already agreed to. Then the remainder of the paragraph, with the exception of "Compensation," which is included in the matters to go to the Finance Committee, would be transferred to the new Committee on Labor and Public Welfare, on page 14.

That amendment is very agreeable to me, Mr. President, in the light of the statement the Senator from Georgia has made. I offer the amendment, as follows:

On page 2, strike out "(p) Committee on Veterans' Affairs."

On page 11, after line 11, insert the following:

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans."

On page 15, after line 24, insert the following:

"16. Vocational rehabilitation and education of veterans.

"17. Veterans' hospitals, medical care, and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life."

On page 20, strike out lines 5 to 19.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Wisconsin.

The amendment was agreed to.

Mr. DONNELL. Mr. President, will the Senator from Wisconsin yield to me?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. Some time ago we were discussing the matter of the termination of office of the Director of Congressional Personnel. I have prepared an amendment which I should like most respectfully to submit to the chairman of the Special Committee on the Organization of Congress, the Senator from Wisconsin, and ask him whether it meets his approval that the bill be so amended. My amendment is on page 35, at the conclusion of line 11, to insert the following:

The term of office of the Director may be terminated at any time by any two or more of the four persons who at such time shall be the majority and minority leaders of the Senate and the House of Representatives.

Mr. LA FOLLETTE. So far as I can, Mr. President, I am happy to accept that amendment.

Mr. DONNELL. May I offer it at this time?

Mr. LA FOLLETTE. Certainly.

Mr. DONNELL. I offer the amendment at this time, and ask for its immediate consideration, Mr. President.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from Missouri.

The amendment was agreed to.

The ACTING PRESIDENT pro tempore. The bill is open to further amendment.

Mr. LA FOLLETTE. I suggest the absence of a quorum.

The ACTING PRESIDENT pro tempore. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Alken	Hawkes	Pepper
Andrews	Hayden	Radcliffe
Austin	Hickenlooper	Reed
Ball	Hill	Revercomb
Barkley	Hoey	Robertson
Bridges	Huffman	Russell
Brooks	Johnson, Colo.	Saltonstall
Burch	Knowland	Smith
Bushfield	La Follette	Stanfill
Butler	Lucas	Stewart
Capehart	McCarran	Thomas, Okla.
Capper	McClellan	Thomas, Utah
Connally	McKellar	Tobey
Cordon	McMahon	Tunnell
Donnell	Magnuson	Tydings
Downey	Mead	Vandenberg
Ferguson	Millikin	Wagner
George	Mitchell	Walsh
Gerry	Moore	Wheeler
Green	Morse	Wherry
Guffey	Murdock	White
Gurney	O'Daniel	Wiley
Hart	Overton	Wilson

The ACTING PRESIDENT pro tempore. Sixty-nine Senators having answered to their names, a quorum is present.

Mr. RADCLIFFE. Mr. President, I am informed that there is some possibility that the pending bill will reach the point of final passage today. I think the members of the committee who have prepared this measure—the Senator from Wisconsin and the other Senators on the committee—have done a big and a highly constructive job, and they are entitled to the grateful appreciation of every Member of the House and every Member of the Senate, and also of the public generally.

But I am rather appalled at the prospect that a bill of such tremendous magnitude, which would change vitally the structure of the Congress, should be passed without more consideration by us. We all know that for some time the Members of the Senate have been very closely engrossed in considering highly controversial legislation and in their other duties. We have held night sessions. Therefore, I think it is extremely doubtful whether many Members of the Senate have had an opportunity to study as carefully as should be done the provisions of this bill.

Mr. President, I do not think it would be in the cause of good administration or sound legislative procedure to permit a bill of such colossal magnitude to be passed without having it receive more consideration and deliberation. In making this statement, I wish to emphasize again that it is not meant as any reflection whatever upon the committee or upon their efforts. I know the committee has worked laboriously and zealously, and has brought forward a measure possessing many features of highly constructive value. Personally, I have had some opportunity to study the bill but I am not as familiar with it as I should be, and I hazard the opinion that very few Members of this body really understand either the purport or range of the bill, yet it is a measure of tremendous importance.

I hope no effort will be made to secure passage of this bill at this time. I believe that a short delay in passage of the bill, a reasonable time, even a few days, would be decidedly better than to have the bill passed at this time. Such a delay would give to Members of the Senate who perhaps are not present today, or who have not already studied the measure carefully, an opportunity to study it as it should be studied.

I wish to say that I am heartily in accord with many of the general features of the bill, but I emphasize my hope that it will not be passed today. I think it is our duty to give it further study and attention. We must know that the bill has not been studied in the way that its vast importance demands. Surely a short interval for analyses and decision would do no damage and would doubtless be highly advantageous.

Mr. LA FOLLETTE. Mr. President, after the Joint Committee on the Organization of Congress was created it worked for a year. It submitted its report to the House and to the Senate on the 4th of March. I introduced this measure on the 13th of May. It was reported to the Senate on May 31, with a very adequate and comprehensive report which contains a section-by-section analysis of the bill. I took the precaution to address every Senator at his place of residence and send him a copy of the report, and I stated that I intended to have the bill taken up as soon as possible.

Furthermore, Mr. President, although the bill is long, it deals with matters with which, presumably, Senators are familiar. It deals with the operation of the institution of which they are members.

I wish to be entirely frank, Mr. President, I know that this measure will have no chance of consideration by us after the OPA bill comes before the Senate. Every other Senator knows that to be so. The debate on that bill will be a long, knock-down-and-drag-out fight over certain issues which are involved in it.

This is the one opportunity to present the bill which the committee has had and which I have had, after devoting to it more than a year of intensive time and study, in addition to carrying all of my other burdens.

I do not ask any Senator to vote for this bill if he does not approve of it. I undertook to point out yesterday, as well as today, that no piece of legislation, regardless of how long it has been under consideration by a committee, and regardless of what the committee has done with it, is perfect. I have tried to indicate that I am perfectly willing, ready, and anxious to discuss the bill completely, and consider amendments which may be offered to it. I have already accepted several amendments which I believed materially improved the bill.

I feel, Mr. President, that the committee, including the Senator from Wisconsin, are entitled to the Senate's judgment in connection with this measure, and I do not believe we have taken any Senator by surprise. I certainly do not believe that we have been unfair in any way. I believe that, if Senators will read the bill, they will be able to familiarize themselves with it very quickly, because it involves a matter of which we presum-



ably had some working knowledge to start with.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. McKELLAR. The first time I knew about the bill was during the past few days. I have been busy in connection with other matters. The Senator has, no doubt, written me with regard to it. I do not recall having talked with him about the matter.

I wish to point out some very important provisions of the bill. Take, for example, the Appropriations Committee of the Senate. That committee consists of 24 members at the present time, and I believe it is authorized to have 25 members. If the membership of that committee were reduced to 13, the committee would not be able to do its work. It would be impossible for the members of the committee to do all the work which would be required of them, although we might have a Director General to select our staff. Let us suppose that Mr. Smith should be removed and Mr. Jones put into his place. If that were done, we would be in a great deal of trouble. Yet, the Director General, or the Director of Personnel, whatever may be his title, would have the right to remove Mr. Smith and put in his place Mr. Jones. As I understand the bill, having read it only hastily, it would virtually turn over the Senate of the United States and all its prerogatives to the Director of Congressional Personnel. He would be the czar of the Senate. He would be the generalissimo of the Senate. He would appoint all employees of the Committee on Appropriations. For example, he would pass on the question of whether Mr. Everard Smith of the Committee on Appropriations should hold his present position, or whether Mr. Jimmie Jones should hold it. I believe that Mr. Everard Smith is one of the finest men employed by the Committee on Appropriations. I have known him for a long time, and I believe that in his field he is one of the finest and most competent men whom I have ever known.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. McKELLAR. I will yield in a moment.

The Senator from Wisconsin cannot guarantee that Mr. Smith will be retained, or that the other members of the committee staff will be retained. No, Mr. President, not at all. The Appropriations Committee will not have a word to say with regard to the selection of its employees, whether they are fitted for their positions or not fitted for them. I speak of that committee because I am very familiar with it. The same statement holds true with regard to other committees. I do not know how many members of the committee are now present in the Chamber, but the present membership of the committee is 24 and the committee is required to work every day.

Mr. BALL. Mr. President, I regret very much to differ with the chairman of the Committee on Appropriations, but during the 2 years in which I have been a member of the committee it has appeared to me that only about 13 members

of the committee do approximately 95 percent of the committee's work. I would certainly include the chairman of the committee in the 13 to whom I have referred. He is one of the most diligent chairmen I have ever come in contact with. But I believe that, because of the multiplicity of committee assignments of Senators, it very frequently occurs that of a subcommittee which may consist of 8 or 9 members, actually but 3 or 4 do its work.

Mr. McKELLAR. Mr. President, I am sorry that I must differ with my good friend, the Senator from Minnesota. If there was ever a committee of the Senate which worked hard, it is the Appropriations Committee. The present 24 members must make all kinds of arrangements in order to attend the sessions of the committee and keep up its work. The committee recommends appropriations of very large sums of money, approximately \$30,000,000,000 this year. I do not believe that the responsibility for passing on such vast sums, ascertaining how the money shall be used, and holding hearings which consume thousands of printed pages, should be placed upon the shoulders of 13 men. The Senator from Minnesota has given me credit for being diligent. Diligent as I am, I assert that if the present membership of the committee were to be reduced to 13, before the end of the year amendments would have to be made to this proposed law.

I disagree entirely with the Senator from Wisconsin. He is one of the finest men and one of the most learned and diligent Members of the Senate. He has adopted a very elaborate scheme. Some of the provisions of the bill are very good. But the idea of reorganizing the Senate in such a way as to allow one man to take charge of the Senate and its employees, is not at all compatible with my understanding of good legislative administration. It is my opinion, after having examined the bill, that the Director of Congressional Personnel would be the one and all powerful man in the Senate of the United States. That would not be in accordance with our Constitution. I doubt very much whether the bill is constitutional. I agree with the Senators who say that it should be debated. I have not had time to debate it. The truth of the matter is that no chairman of the Senate Appropriations Committee can possibly find time even to examine with care a bill of this character during the time in which the work of the Appropriations Committee is taking place. We should be careful about what we are doing. We should not change the whole purpose of the United States Senate.

Our founding fathers fashioned a pretty good Government. In 158 years under that constitutional Government we have risen from the lowest round of the ladder to the very topmost round. The Senate has been a part of the Government all the time, and now 158 years after we started, is the Senate itself to abdicate most of its functions, or many of its functions, and turn them over to a Director General, who will have general charge of what each and every individual Senator shall do?

Mr. President, I asked for the opinions of the Members of the Committee

on Appropriations, and the only one who spoke was the Senator from Minnesota [Mr. BALL], and I thank him for rising and responding. He is a fine Senator, but I simply do not believe the committee will agree with the Senator from Minnesota. I have been on that committee for 22 years, and I know something about it and its work. I know much about it. I know as well as that I hold this report in my hand that 13 men cannot do the work of that committee. I know perfectly well that if we have someone over and above us to appoint the clerk of that committee, the assistant clerk of the committee, and various other clerks of the committee, we will not get the character of men we now have. Let me show the Senate how we have gone about assembling our force. I do not know whether Senator Glass made the appointments of the staff; they may have been made by a chairman who held the office before he did; indeed, I think it was Senator Warren, of Wyoming, who appointed practically everyone of the staff now with the committee. When Senator Glass came in as chairman, he took the committee staff as it stood. When I became chairman, I took the staff as it stood, and just as it stands today, for the reason that everyone on that staff is an expert, everyone is helpful in doing the enormous work required in connection with appropriations.

Senators who are not members of the committee simply do not know what a burden we have to carry each and every year. Therefore, it seems to me that if Senators want to cripple the Senate, if they want to cripple the work of the Committee on Appropriations and make it merely a matter of form, let them turn it over to this Director General. And no one knows who he will be. That is the way to cripple it. If Senators want to cripple the work of the Senate, that is the way to cripple it. Our Government depends on appropriations, and it is very essential that we have experts on the staff of the Committee on Appropriations, and we now do have experts, 36 of them.

There is rarely any difference between the Republican and Democratic members of the committee on matters which come before the committee. If there is any Senator now present, Democrat or Republican, who desires to take issue with that statement, I should like to have him rise and do so. There is no distinction between Democrats and Republicans insofar as the work of the committee is concerned.

We are merely trying to do the work of the Government, and to get the best men to help us administratively. We are not trying to establish some sort of record for economy by cutting down the staff of the committee. It simply cannot be done.

Mark my prediction, if this bill shall pass and become the law—which I say God forbid, in the interest of the United States Government—it will not be the law 12 months before we will be repealing it, and trying to take charge as against our super Senator, who will be in the form of a Director General.

Mr. ROBERTSON. Mr. President, will the Senator yield?



Mr. McKELLAR. I yield.

Mr. ROBERTSON. The Senator stated that there are 24 members on the Committee on Appropriations. Could the Senator give us the number of subcommittees, regular subcommittees?

Mr. McKELLAR. One of the members of the committee, one of my most esteemed friends, one of the best members on the committee, the Senator from Maine [Mr. WHITE], the Republican leader, has just handed me a list of the subcommittees. We have first the Subcommittee on the Department of Agriculture, the Subcommittee on Deficiencies—

Mr. ROBERTSON. How many members are there on these subcommittees? Can the Senator tell me?

Mr. McKELLAR. I will cover merely a couple of them, so that the Senator can see.

On the Subcommittee on the Department of Agriculture are Messrs. RUSSELL—and, by the way, the Senator from Georgia [Mr. RUSSELL] is holding a conference this afternoon with the conferees of the House of Representatives—Messrs. RUSSELL, HAYDEN, TYDINGS, BANKHEAD, O'MAHONEY, MCCARRAN, CHAVEZ, MAYBANK, GURNEY, BROOKS, REED, WILLIS, and FERGUSON; and ex officio members, Senators THOMAS of Oklahoma, WHEELER, and CAPPER.

The Subcommittee on Deficiencies consists of Messrs. McKELLAR, Glass—this was printed before Senator Glass died—HAYDEN, TYDINGS, RUSSELL, OVERTON, THOMAS of Oklahoma, MCCARRAN, O'MAHONEY, BANKHEAD, BROOKS, BRIDGES, GURNEY, BALL, FERGUSON, and WHERRY.

I think this year we have already passed four deficiency bills; and perhaps five.

Mr. TYDINGS. We have passed four, and have one pending.

Mr. McKELLAR. As the Senator from Maryland says, we have passed four, and have one pending, and we are going to have one more. So there are six deficiency bills. Every Senator serves on several of these subcommittees. The idea of putting that work in the hands of 13 men, to my mind, is utterly unthinkable.

Mr. TYDINGS. Will the Senator yield?

Mr. McKELLAR. I shall yield in a moment. I shall yield first to the Senator from Wyoming, and then to the Senator from Maryland.

I wish to say first that my good friend the Senator from Wisconsin [Mr. LA FOLLETTE], one of the best Members we have in the Senate, as we all know, says that the joint committee has taken a great deal of proof about this matter. For some time the present Committee on Appropriations, just as it stands, has been de facto in charge of appropriations. Not a single one of us, so far as I know—I know I have not been—has been invited to express an opinion as to whether it was wise to reduce the number of members from 24 to 13, and have someone from the outside who perhaps may not know anything in the world about appropriations, who may not have had a minute's experience with Government appropriations, come in and say, "Let me take away the outfit you have here and install other men."

Mr. TYDINGS. Will the Senator yield?

Mr. McKELLAR. I will yield in a moment. I want to read some of the names of members of the force the committee has working for it. Do we want to have a director who may be appointed from Tennessee, or Wyoming, or Maryland, or Maine, or Michigan, or any other State, with never a single particle of experience, have control over the Committee on Appropriations? Under the bill he might come and say to Mr. Smith, our clerk, "You are fired, and I have appointed Jim Jones to succeed you." I am talking about his power to do it, not that he will do it, because I do not know. I do not know who will be Director General of the Senate, who will be in control of all of us, and tell us what to do.

He may say, "You have to discharge Mr. Everard Smith, Mr. J. W. Rixey Smith, Mr. Cecil H. Tolbert, Mrs. Louise S. Joubert, Mrs. Jennie D. McDaniel, Mrs. Helen C. Fox, and so on. You have to discharge them all, and take these people I suggest."

He might be kind enough to come and tell me about it and say, "Why, Senator, I am giving you the best man the Chicago Board of Trade ever had in its employ, and he will tell you exactly how to make these appropriations."

The Director General might come from Miami, Fla., a hustling city, and he might say "I have gotten for you the most active man that Florida ever produced." We might get a man from Memphis who could be assigned to the committee without the Director ever discussing the matter with anyone. If this bill is passed the Director will run the Senate. We may think we are Senators, but under this bill, I may be mistaken about it, and I hope to heaven I am; but as I read the bill the Senators from the various States will become sub-Senators. The high and overruling Senator not provided for by the Constitution of the United States at all will be the man who runs the Senate. He will appoint everyone connected with it, whether fitted or unfitted for the place, whether he knows anything about the position to which he is assigned or not.

Mr. President, no man can tell us all about agriculture, even though he is a member of the board of trade. No one man can tell all about agriculture, about deficiencies, about the District of Columbia, about the independent offices—and we have myriads of them—about the Department of Labor, the legislative branch, the Navy Department, the Departments of State, Justice, and Commerce, the Judiciary, the Department of Labor, the Federal Security Administration, the Treasury and Post Office Departments, and the War Department. This man will have to know exactly whom to appoint for all these committees. He will be in charge of us, and tell us what to do. As I understand the bill, it would result in an abdication by the Senate of its constitutional duties, and would really turn them over, as a matter of fact, to a Director General.

Mr. President, I may be different from other Senators. I have been here a long time. Some people even say I have been here too long, and there may be some-

thing in what they say. I am not disputing that. I am merely saying that I have been here a long time, but if this bill is passed I practically think I ought to leave the Senate. The Director General will appoint a committee such as he wants to run the show as he sees it, not as we see it, not as the Constitution framed it to be, not as the Constitution provided it to be, not as our forefathers provided it to be, not as it has been managed so long, over a period of more than 150 years, nearly 158 years; not as it has operated in the past, but here is the great overlord who is going to take charge of the Senate. That may be the better form of government. It may be better to conduct the Government in that way. There are many people who think it would be better, and I know that my good and able friend the Senator from Wisconsin thinks so, or he would not have introduced the bill.

Mr. President, before the Senator had arranged about the matter of committees I think he should have consulted with and obtained the approval of those who serve on the committees.

Let me ask Senators present a question. I will turn first to my friend the Senator from Maryland [Mr. TYDINGS]. Does the Senator think that 13 men can do the work of the Appropriations Committee?

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. TYDINGS. I think the Senator from Wisconsin is almost completely correct in his desire to have smaller committees and to limit the number of Senators to serve on committees. In my humble judgment and without any reflection on any other committee, the Appropriations Committee meets five times as frequently as any other committee of Congress. It is in session almost every morning and every afternoon after we reach the middle of the session, and quite often before then. Many Members are not able to come to all the Appropriations Committee meetings because they are members of other committees. In my own case I am a member of the Naval Affairs Committee which meets about twice a week. I am chairman of the Committee on Territories and Insular Affairs which meets two or three times a month, and sometimes more frequently.

I think the Senator from Wisconsin is correct in his approach to the subject. I feel, however, that the Appropriations Committee ought to have special treatment. I think it ought to have perhaps 17 or 19 or maybe 21 members. But, aside from that committee, I think the program, so far as I am familiar with it, of the Senator from Wisconsin in limiting the number of committees and limiting the personnel of the committees, is a correct approach.

The reason I think the Appropriations Committee will have to have more than 13 members is based on the following: There is no other committee of the Congress that I know of that has 10 standing subcommittees. Each one of the 10 subcommittees is virtually a whole congressional committee in itself, as any Member who serves on one knows.

Let us take the work done by the Senator from Arizona [Mr. HAYDEN]. Be-



cause of his long service I think he knows more about the Interior Department than almost any other Member of the Congress knows. He has examined into the ramifications of the bureaus and agencies. In a small committee it would be very difficult to do all that work alone.

If we had only 10 subcommittees—and we must have 10 in order to get the work done—and if we had only 13 members of the Committee on Appropriations, unless there were great duplications, we could have only about three men to a subcommittee. I do not believe such a number would be sufficient.

I was trying to catch the attention of the Senator from Tennessee to say that at the appropriate time I think it would be wise to offer an amendment to the proposal of the Senator from Wisconsin that in the case of the Appropriations Committee it should have a membership of either 17 or 19 or some larger membership than 13. I do not believe, however, that what can be said about the Appropriations Committee in general applies to the other committees. Certainly it does not apply to the Committee on Naval Affairs. I do not believe it applies to the Committee on Military Affairs. In normal times those two committees are not hard-working committees. They have been during the war and in the aftermath of the war.

I would agree, therefore, with the Senator from Tennessee in saying that in my humble judgment the Committee on Appropriations has to have a larger membership than 13. But I think the plan of the Senator from Wisconsin is basically correct, and, so far as I know, there is no other committee in the same category with the Committee on Appropriations.

I should like to see a consolidation of committees, and I should like to see smaller committees. I should like to see the Appropriations Committee reduced as far as possible, but from my own experience on it of some 12 or 14 years, I do not believe we will serve our own interest by cutting it as low as 13. What I say about that committee is a special treatment as differentiated from the average committee of Congress.

Mr. THOMAS of Utah. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. THOMAS of Utah. In connection with the remarks made by the Senator from Maryland, I am wondering if the Senator from Maryland would not feel that anyone who is appointed to serve on the Appropriations Committee should serve only on that one major committee? All his arguments are based on the matter of time and the amount of work. If the committee is such a time-consuming committee, it seems to me it would be consistent, if the Senator's suggestion is carried to its logical conclusion, that those who are made members of the Appropriations Committee should be limited in their service to that one committee.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. TYDINGS. I think there is a great deal to be said in favor of the suggestion of the Senator from Utah. Per-

haps we may have to come to the point where Members who serve on the Appropriations Committee should serve on no other committee. However, I do not believe that that necessarily has to be an ironclad rule. For example, in my opinion 2 or 3 years from now those who serve on the Military Affairs Committee or those who serve on the Naval Affairs Committee, or on a combination of the two, will not find themselves in frequent session. We must remember that during the war all committees have had to meet extraordinary problems. Consider the Banking and Currency Committee. I used to be the chairman of that committee. It had practically nothing to do back in the 1932-33 period, but about that time, when I severed my connection with it, it took over all the general policies of the Roosevelt administration, such as WPA, housing, and so on, and since then it has been one of the hard-working committees of this body.

So, answering the question of the Senator from Utah, I believe that when we decide the number of committees on which a Senator should serve, we should look at the normal operation of committees rather than the war or postwar operation, because, otherwise, we may exclude Members from committees who would have the time and the inclination to serve on more than the Appropriations Committee. However, Senators ought not to serve on five or six committees. At the present time, I am a member of six or six committees. There is one committee whose meetings I very seldom have an opportunity to attend, and there are at least two whose meetings I do not attend very often because time does not permit it. Therefore, I believe that reducing the service on committees to two or three would be conducive to an efficient dispatch of the public business.

Mr. McKELLAR. Mr. President, I am against this bill on principle. I am against it on constitutional grounds. If our forefathers had thought that the Senate of the United States ought to have a general administrator over it, to operate the Senate as he thought best, they would have so provided. That is substantially what the bill would do, in my judgment. I have not read it with the care which it deserves because I have not had the time. But as I understand, the bill provides for a superlord over the Senate.

I do not believe that we have the constitutional right to do such a thing. I do not believe that we have the moral right to do it. Under our laws and our Constitution certain obligations and duties are laid upon Senators themselves, and we cannot abdicate those duties. We cannot lay them aside and say to our constituents, "You know how that bill was passed. The Director General of the Senate simply got busy. He is all-powerful, and he forced this legislation upon us. The Senate had to pass it." To my mind that is no excuse. We are sent here to use our independent judgment about legislation, and that is all we can do.

The bill ought not to be passed at this time. My good friend the Senator from

Wisconsin has stated that we would be delayed by the OPA bill, and for that reason he wants to hurry this bill through. I believe that this is the kind of bill which ought not to be hurried through. It is a revolutionary measure. It tears down all the landmarks and substitutes entirely new ones. The bill would change the whole purpose of the Senate, as I see it. It would entirely revolutionize the Senate.

It may be said that the proposed Director General would be an easy boss, and would not interfere with us very much. But who knows? Who can tell? I do not believe that we ought to take the risk. For that reason I shall vote against the bill as it now stands.

Mr. McKELLAR subsequently said: Mr. President, I ask unanimous consent to have added to my remarks a list of the members of the Committee on Appropriations, and a list of the subcommittees of the committee and their membership.

There being no objection, the lists were ordered to be printed in the RECORD, as follows:

COMMITTEE ON APPROPRIATIONS, UNITED STATES  
SENATE, SEVENTY-NINTH CONGRESS

Kenneth McKellar, chairman; Carl Hayden; Elmer Thomas; Millard E. Tydings; Richard B. Russell; Pat McCarran; John H. Overton; John H. Bankhead; Joseph C. O'Mahoney; Theodore Francis Green; Dennis Chavez; James M. Mead; Burnet R. Maybank; Abe Murdock; Styles Bridges; Wallace H. White, Jr.; Chan Gurney; C. Wayland Brooks; Clyde M. Reed; Joseph H. Ball; Raymond E. Willis; Homer Ferguson; Kenneth S. Wherry; Guy Cordon.

Everard H. Smith, clerk.

The committee meets on call of the chairman.

SUBCOMMITTEES

(Ex officio committeemen's names appear in italics)

Department of Agriculture: Messrs. Russell, Hayden, Tydings, Bankhead, O'Mahoney, McCarran, Chavez, Maybank, Gurney, Brooks, Reed, Willis, and Ferguson.

*Thomas of Oklahoma, Wheeler, and Capper.*

Deficiencies: Messrs. McKellar, Hayden, Tydings, Russell, Overton, Thomas, McCarran, O'Mahoney, Bankhead, Brooks, Bridges, Gurney, Ball, Ferguson, and Wherry.

District of Columbia: Messrs. O'Mahoney, Overton, Thomas, Chavez, Mead, Murdock, Ball, Willis, Ferguson, Wherry, and Cordon.

*Bilbo, Tydings, and Buck.*

Independent Offices: Messrs. Russell, Green, McKellar, Bankhead, Mead, Maybank, Murdock, Bridges, White, Brooks, Reed, and Cordon.

Department of the Interior: Messrs. Hayden, McKellar, Thomas, Bankhead, O'Mahoney, Green, McCarran, Chavez, Gurney, Willis, Wherry, Ball, and Cordon.

Legislative Branch: Messrs. Tydings, Overton, Green, Chavez, Maybank, Murdock, Bridges, Reed, Ferguson, and White.

Navy Department: Messrs. Overton, Thomas, Green, Tydings, Mead, McCarran, Murdock, Bridges, Brooks, White, Ball, and Willis.

*Walsh, Gerry, and Tobey.*

Departments of State, Justice, and Commerce, and the Judiciary; Department of Labor—Federal Security: Messrs. McCarran, McKellar, Russell, Bankhead, Mead, Tydings, Murdock, White, Ball, Bridges, Wherry, and Cordon.

Also on diplomatic and consular items: Messrs. Connally, George, and —.



Treasury and Post Office Departments: Messrs. McKellar, Tydings, McCarran, Hayden, Green, Maybank, White, Gurney, Reed, and Willis.

Also on Post Office items: Messrs. Bailey, Chavez, and Langer.

War Department: Messrs. Thomas, Hayden, Overton, Russell, Chavez, O'Mahoney, Maybank, Mead, Gurney, Brooks, Reed, Ferguson, Wherry, and Cordon.

Thomas of Utah, Johnson of Colorado, and Austin.

Also on river and harbor items: Messrs. Bailey, McClellan, and Vandenberg.

**PARTICIPATION BY THE UNITED STATES  
IN THE PHILIPPINE INDEPENDENCE  
CEREMONIES ON JULY 4, 1946**

Mr. TYDINGS. Mr. President, I invite the attention of the Senator from Wisconsin, as well as that of the Democratic and Republican leaders, to Calendar No. 1448, House Joint Resolution 360, to provide for United States participation in the Philippine independence ceremonies on July 4, 1946. That date is less than 4 weeks away.

I understand that three members have been tentatively appointed to represent the executive branch of the Government. The House has passed the joint resolution, and I understand that when it passes the Senate the Speaker will appoint Members to represent the House.

The joint resolution authorizes the commission representing the United States to be in the Philippine Islands on July 4, when the new Commonwealth comes into being. The commission will be composed of representatives from Congress and from the executive branch of the Government.

Those who are to be designated as representatives must take a considerable number of injections and shots of various kinds in order to obtain permission to enter certain areas. I believe that six or seven different antitoxins are required. Furthermore, they must make preparation to leave here within 3 weeks or perhaps less.

There being no dispute about this matter, I wonder if the Senator from Wisconsin would be gracious enough to allow us to take up the joint resolution, without prejudice to his bill, and pass it immediately, so that those who are making plans to go to the Philippine Islands may proceed.

Mr. LA FOLLETTE. Mr. President, I have no objection if I can be assured that there will be no debate on the measure.

Mr. TYDINGS. If there is any debate whatever, the Senator from Maryland will ask that the joint resolution be immediately laid aside.

Mr. President, I ask unanimous consent that the unfinished business be temporarily laid aside, and that the Senate proceed to the consideration of House Joint Resolution 360.

The ACTING PRESIDENT pro tempore. The joint resolution will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A joint resolution (H. J. Res. 360) to provide for United States participation in the Philippine independence ceremonies on July 4, 1946.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Maryland?

There being no objection, the Senate proceeded to consider the joint resolution, which had been reported from the Committee on Territories and Insular Affairs with amendments, on page 1, line 4, after the words "composed of", to strike out "nine" and insert "not more than fifteen"; in line 4, after the words "as follows", to strike out "Three" and insert "Not more than three"; in line 7, after the name "United States", to strike out "three" and insert "not more than six"; in line 9, after the word "and", to strike out "three" and insert "not more than six."

The amendments were agreed to.

The amendments were ordered to be engrossed, and the joint resolution to be read a third time.

The joint resolution was read the third time and passed.

Mr. TYDINGS. I thank the Senator from Wisconsin and the Republican and Democratic leaders for cooperating.

**ORGANIZATION OF CONGRESS**

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. THOMAS of Oklahoma. Mr. President, I regret that I have not had time to give sufficient consideration to the pending bill to enable me to discuss it as I think it should be discussed. However, I wish to pay a compliment to the author of the bill on behalf of the Senate, the senior Senator from Wisconsin, ROBERT M. LA FOLLETTE, Jr., as well as to the author on behalf of the House of Representatives, the able Congressman from the Fifth Oklahoma District, A. S. (MIKE) MONRONEY. The Senate author of the bill, Mr. LA FOLLETTE, is one of two Senators now present in the Chamber who were Members of this body when I came here. The Senator from Wisconsin and the Senator from Tennessee [Mr. McKellar] are the only two Members of this body now present on the floor who were here when I came.

I met the Senator from Wisconsin when I was serving as a Member of the House of Representatives. During all these years I have had a very high regard for his efficiency and ability. At this time I desire to compliment him for making this study along with Mr. MONRONEY, the young and able Representative from my State. I believe they have performed a service the value of which can hardly be estimated at the present time.

Mr. President, this bill is of such importance that if Senators understood the importance of it, as I think I do, every Member of the Senate would be in his seat. If this bill becomes a law the precedents of 160 years will be set aside, as I shall show in a moment. The procedure which the Congress has developed since its inception would be changed. It would be necessary for the Congress to develop a new procedure under the basic terms of the bill.

If I correctly recall, the bill contains seven division or titles. The first title has to do with a change in the rules of the Senate. I am now serving my twentieth year in this body. I am not an expert parliamentarian. I do not know all

about writing legislation. However, all that I know is what I have learned in 38 years of legislative service. I served for 13 years in the Oklahoma State Senate. I served for 4 years in the House of Representatives, and I am now in my twentieth year in this body.

Mr. President, the bill proposes to change the rules of the Senate. Time and time again amendments and changes in the rules have been proposed. How many rules have been changed in 20 years? Echo answers. If we cannot change our own rules, Mr. President, I am unwilling to have them changed by a hodgepodge of amendments in a bill, however well they may have been considered. I object to being asked to swallow them all at a single gulp.

Who knows what the proposed changes in the rules are? Only those who wrote the bill; only those who have had the time to study the bill. As I have stated, title I is a proposal to change the rules of the Senate. Perhaps they should be changed.

In these days the public generally, it seems, has concluded that nothing is right. Everything is wrong. The Constitution is wrong. All the laws upon the statute books are wrong. The Congress is wrong. The administrative branch of the Government is wrong. The Senate is wrong.

Mr. President, if I had the opportunity to invade the private office of each individual Member of the Senate, I think I could take his own files and convince a stranger that the people of his own State think he is wrong and ought not be retained in the Senate of the United States any longer. I am speaking from personal experience. But I believe that my people in Oklahoma are a fair cross-section of the people of the United States.

Everything is wrong, Mr. President. A few days ago a speech was delivered in Philadelphia, which was quoted liberally in the newspapers of the Nation. The speaker stated that everything is wrong. Congress is wrong. The Democratic Party is wrong. No good people from any of the States are being sent to Washington. The speaker singled out the State of Missouri, and said that there might be some good people in Missouri, but that so far there were no good people in Washington from Missouri. So much for the rules of the Senate.

The second title proposes to include a large number of miscellaneous provisions. Just what they are, I do not exactly know. I have had no time to find out.

To answer the question of the distinguished Senator from Tennessee as to whether a Member should serve on only one committee, I say I cannot agree to that proposal.

Mr. McKellar. That point was raised by the Senator from Maryland.

Mr. THOMAS of Oklahoma. It matters not who raised it. The statement was made that, in the opinion of someone, Senators should be limited to membership on only one committee.

Mr. President, my State of Oklahoma has residing within its borders almost one-half of all the Indians in the United



States. Fifty-two tribes and remnants of tribes reside in my State. We have seven general agencies in that State. We have innumerable Federal institutions in the State. As a Senator from Oklahoma, I cannot relinquish my membership upon that committee. My colleague, Senator MOORE, might be able to continue to serve on that committee. He is a member of it now. But there is daily before this Congress business of interest to the Indian tribes of my State. If we do not serve on that committee, I ask you, to whom will the Oklahoma Indians look for support and aid in connection with legislation in which they are interested and in connection with appropriations for them and in connection with administrative acts for them? The answer is, "No one."

Mr. President, I happen to be a member of the Committee on Agriculture and Forestry. My State is an agricultural State. The southern half of Oklahoma produces cotton almost exclusively. The northern half of my State produces wheat almost exclusively. Interspersed between those two sections, corn, broom-corn, oats, alfalfa, and almost all the other agricultural crops produced in the North and South are raised. Fundamentally my State is an agricultural State. I cannot surrender my membership on the Committee on Agriculture and Forestry. Perhaps it is the most important of all Senate committees, insofar as my State is concerned. If I served on only one committee, then I could serve on only that committee.

Likewise, Mr. President, I am a member of the Appropriations Committee. Having all these interests in my State—52 tribes of Indians, each one of which receives appropriations from the Congress, and a number of Indian hospitals which look to the Congress for appropriations, and a number of Indian schools which look to the Congress for appropriations, and a number of Indian agencies which look to the Congress for appropriations; and also Federal institutions, flood control, and irrigation, I cannot relinquish my membership on the Appropriations Committee.

I have named three committees on which I feel that I should serve. Until I am forced to resign from them, I shall remain on those three committees.

Mr. President, the next title of the pending measure is "Title III—Regulation of Lobbying Act." I am not saying that lobbying should not be regulated, but the Congress has been trying for 20 years—in fact, I could even say for 24 years—to pass an antilobbying law. However, thus far no such law has been passed. I am not saying that the Congress should not pass an antilobbying act. However, none has been passed. This bill provides the adoption of a code of procedure to control lobbying.

Title IV relates to a code which would handle all claims, actions in tort, actions brought because of damages or injuries. I am not saying that that would not be beneficial. I have had no time to study this proposal, Mr. President, because I have been serving morning, afternoon, and night on the floor of the Senate and in committees. So I have had no time and no chance to study this measure as it should be studied.

Title V of the bill is a general act providing for the construction of bridges and the handling of legislation authorizing the construction of bridges.

Title VI is a provision for compensation and retirement for Members of Congress. Mr. President, for some years now the country has witnessed strikes wherein thousands of workers have been demanding higher compensation for their services. They have been striking for a change in rules, higher wages, and for welfare funds for themselves and their unions. Only a few days ago the country was tied up by a flood of strikes which affected everyone. What did the strikers want, Mr. President? They wanted more salary for their services. The matter became so acute that the President saw fit to make a radio speech over a Nation-wide hook-up one night, and the next afternoon he saw fit to come before the Congress and make a speech to a joint session of the Congress. In that speech he recommended certain legislation. On the same day that the President made his address to the joint session of Congress and made the recommendation to which I have referred, the House of Representatives, in a 2-hour session, passed the bill practically, if not entirely, without amendment. That was done in obedience to the demand of the strikers for a change of rules, higher pay, and a welfare fund. Then the bill came to the Senate. We took a little more time with it; but the Senate passed the bill promptly, granting the demands and increase in pay to the workers of the Nation.

Mr. President, in the last 2 or 3 days the Senate has been in a sit-down strike—for what purpose? To change our rules, to raise our salaries, and to vote ourselves pensions. This bill contains a provision that every Member of the Senate and every Member of the House of Representatives shall have his or her salary increased by 50 percent. The strikers did not ask for quite that much. They asked for only 18½ cents and hour increase in hourly wages. But here in the Senate we have a sit-down strike at this moment, with important legislation awaiting action. Some are demanding that we must have a change in rules, an increase in salary, and congressional pensions.

Mr. President, for almost 38 years in legislative service I have never voted to increase my own salary, either as a member of my State senate or as a Member of the House of Representatives or as a Member of this body. I am not going to spend the balance of my life explaining why I voted to increase my salary by \$5,000 a year, along with others who are demanding higher incomes and privileges for themselves.

But that is not all, Mr. President. This bill provides a pension for Senators and Members of the House of Representatives. It provides for retirement benefits for Congressmen. But the Senate and the House passed a retirement bill a few years ago, and no sooner had they passed that bill than it became popularly known as the Senators' and Congressmen's Pension Act. I did not vote for that bill. I am not going to vote for this bill. I refuse to spend the balance of my life explaining why, along

with the other workers, I voted to increase my salary by 50 percent and in the same act voted to place myself on retirement, if the time should come when I could no longer serve in this body.

Mr. President, so much for a general survey of this bill.

I wish to call specific attention to some of the provisions of the bill. The Senators, I fear, do not know what is in this bill. I make that statement because I do not know what is in it, and I have considered it rather carefully. Now I am going to point out some of the things that are in the bill. I am speaking now about the bill now pending before the Senate, Senate bill 2177, entitled "A bill to provide for increased efficiency in the legislative branch of the Government." On page 21, I find a limitation; and if I am mistaken about this, I wish to have the Senator from Wisconsin correct me, because I do not desire to misinterpret the bill. But as I understand rule XVI, as stated in the bill, it provides that amendments to an appropriation bill are not in order if they propose to increase the amount carried in the bill. If that is not a correct interpretation of the provision, I wish to have it pointed out. I believe that is what the provision is.

Mr. President, the House of Representatives has just passed and sent to this body the Interior Department appropriations bill. The Bureau of the Budget and the other executive agencies recommended that the Congress appropriate a certain sum of money for the Interior Department. The House of Representatives, acting through its Appropriations Committee and also acting on the floor of the House, reduced the amounts contained in the bill by approximately one-half, and sent to us the bill thus cut down to about 50 percent of the original estimates of the Bureau of the Budget.

Mr. LA FOLLETTE. Will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. LA FOLLETTE. I should like to inquire just what provision of rule XVI, to which the Senator is referring, he thinks has the effect he has stated.

Mr. THOMAS of Oklahoma. I shall read the provision:

1 All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill.

Mr. LA FOLLETTE. Is that the language the Senator from Oklahoma has in mind?

Mr. THOMAS of Oklahoma. That is the language I have in mind.

Mr. LA FOLLETTE. Rule XVI has been one of the rules of the Senate ever since I have been a Member of the Senate. Because of the fact that certain changes in the rule have been recommended by the joint committee, it was felt that in connection with considering the incorporation of those changes it would be better from the standpoint of draftsmanship to restate the rule.

There is nothing in paragraph 1 of rule XVI on page 21 of the bill which is not identical with paragraph 1 of rule XVI which has been a standing rule of



the Senate ever since I have been a Member of this body.

Mr. THOMAS of Oklahoma. Mr. President, if that statement is correct, I wonder why that rule has been copied into this bill.

Mr. LA FOLLETTE. For the simple reason that, as I stated to the Senator, it was felt necessary to make clear what the proposed new language would be and make it readily possible for Senators to compare it. We therefore, have rewritten Senate rule XVI in its entirety with the proposed language inserted. If the Senator will yield for a moment, I shall be glad to go through that rule with him and show him what new language has been inserted.

Mr. THOMAS of Oklahoma. Mr. President, I prefer to complete my remarks. I will adopt the suggestion of the Senator from Wisconsin that rule XVI as it is incorporated in the pending bill is substantially rule XVI of the Senate rules.

Mr. LA FOLLETTE. I said that paragraph 1 of the rule from which the Senator read is identical with paragraph 1 of Senate rule XVI.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. Yes.

Mr. McKELLAR. It is very different from paragraph 1 of rule XVI. I think it supersedes it.

Mr. LA FOLLETTE. If the Senator will examine the rules he will find that paragraph 1 of rule XVI, as it begins on page 21 and ends on page 22 of the bill, is identical with paragraph 1 of rule XVI as set forth on page 21 of the Rules and Manual of the United States Senate.

Mr. THOMAS of Oklahoma. Mr. President, I do not desire to discuss the matter at this time. I do not desire to have the discussion which I started turned aside.

Mr. LA FOLLETTE. I do not desire to turn it aside. I have merely said that the language of the two paragraphs is identical. If the Senator is interested, I will be glad to show him in paragraphs 2, 4, and 6 the changes which have actually been proposed to be made in the rule.

Mr. THOMAS of Oklahoma. Mr. President, if the rule means what I have said it means, or if it means what I think it means, and if the language limits the Senate or the Members of the Senate to such an extent that they may not increase an amount already provided in the bill, then I must say that I hold in my hand a compilation of the amendments which have been offered to the appropriation bill for the Department of the Interior in the Senate committee, amounting in length to a booklet of 295 pages, which have been found by the Committee on Appropriations to be necessary in order to get the bill into a proper condition to report it to the Senate.

Mr. LA FOLLETTE. Mr. President, the Senator did not allow me to read paragraph 1 of rule XVI. The language to which I refer reads as follows:

1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry

out the provisions of some existing law, or treaty stipulation, or act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

The only purpose of that paragraph, which has been in the Senate rules, so far as I know, for many years, is to confine the Appropriations Committees in the increases which they make, to the authority granted by existing law, or treaty stipulation, or to carry out an authorization passed during the same session of Congress by a bill or joint resolution, or to carry out an estimate submitted by the Bureau of the Budget under the Budget law. So there is absolutely nothing which I can see in the Senator's apprehension with regard to that paragraph, because his own committee has been operating under it to my certain knowledge for the past 20 or 25 years.

Mr. THOMAS of Oklahoma. Very well, Mr. President. I accept the explanation of the distinguished Senator from Wisconsin. Again I ask, if what he has stated is the law and the rule of this body, why was it incorporated in this voluminous bill?

Mr. President, I wish to make another point on rules. On page 23 of the bill we have a rule pertaining to germaneness. In the other House there is a rule pertaining to germaneness. If an amendment is offered there which the Speaker believes is not germane to the bill under consideration, he may rule the amendment out of order.

As I read this provision, it is an attempt to establish the same kind of a rule in this body. Mr. President, many of the most important provisions of existing law have been written into House bills on this floor through amendments which could have been held by the other House not to be germane. If the Senate wants to follow the House procedure and limit its activities to strict rules of germaneness, it will have that opportunity. But the Senate has gone along pretty well during the past many years under the rules which it adopted. Nobody seriously complained about our Senate rules until this measure came along. If I understand clearly the purport of the provision, I shall not be in favor of it, and I shall not vote for a rule of this kind and character.

Mr. LA FOLLETTE. Mr. President, the language to which the Senator refers is now contained in paragraph 4 of rule XVI of the Senate rules. It has been in the rules of the Senate for 20 or 25 years. The committee of which the Senator from Oklahoma is a member has operated under it ever since he has been a member of the committee. The only new language which it is proposed to insert in paragraph 4 of rule XVI is the following:

After the semicolon in line 6, the language would be:

Nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received;

Mr. THOMAS of Oklahoma. Mr. President, I am merely going through the bill very hurriedly in order to point out some of the things which I do not under-

stand, and if I do understand them I am opposed to them on the basis of my understanding. I may be wrong, but I hope to have time to convince myself that I am wrong.

I invite attention to page 27 of the bill under the heading "Committee procedure." The procedure which we follow now is the result of 160 years of constant work of the United States Senate. The rules we have in force today are the result of the development and consideration of the vast number of Senators who have come and gone, including those who are still here. Yet, in section 124 (a) of the bill it is planned completely to change the procedure of each standing committee of the Senate. If this provision becomes law every committee would have to set aside a few days each week, or a few days each month in order to allow any person, or any Member of this body who wished to do so, to come before the certain committee and present his ideas.

Mr. LA FOLLETTE. Mr. President, the language to which the Senator refers is:

Each standing committee of the Senate and the House of Representatives shall set aside a regular period during each month to afford opportunity to Members—

That refers, obviously to Members of the Senate and the House—

who have introduced any bill or resolution to appear before the committee to explain the measure and outline the nature and character of the considerations which in their judgment support its passage.

I do not believe that language can be stretched by the widest use of the imagination to include anybody except a Member of the House or a Member of the Senate who has introduced a bill or a resolution which is pending before a committee. In my judgment and the judgment of the other Members of the committee, it would be a good practice to establish, because it would give Members who had introduced measures, and who were not members of the committee, an opportunity to appear before the committee and set forth their reasons why the bill or resolution should be considered. The provision was made a part of the report of the joint committee as the result of testimony of many members who urged that language of that kind should be adopted. I do not see anything revolutionary in it.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. McKELLAR. I have noticed that a number of the rules of the Senate have been incorporated in this bill, some of which seem to have been amended and some of which are in their original form. Those inclusions are wholly immaterial, I may say to the Senator, because on the authority of the Senate of the United States—if it still has any authority, and I believe it has—the Senate may set the language aside. Listen to this:

Each House may determine the rules of its proceedings.

I have read from the Constitution. We have determined the rules of our proceedings, and in this bill it is undertaken to establish by law that the House



and the President must agree to a portion of the former rules of the Senate, or some additions to those rules, as the author of the bill feels should be done. I think the language is entirely out of place. I doubt very much whether it will stand the test of the Constitution.

Mr. LA FOLLETTE. Mr. President, I went over that at great length with the Senator from Missouri yesterday afternoon.

Let me say that the House and the Senate would amend their rules by this procedure. The bill does not yield up any power of the one House or the other over the control of its rules, it does not yield it up to the President of the United States. As the Senator says, the day after the bill became law, either House could change its rules to suit itself.

The point I wish to make is that the incorporation of these rules into this measure came after the chairman of the special committee had a hearing before the Committee on Rules on a proposal to adopt a rule creating a select committee of the Senate to handle this bill. Following that hearing, the chairman of the committee conferred with the Senator from Virginia [Mr. BYRD]; he went over the entire report of the joint committee, set forth precisely the rule changes that were recommended therein, and he and I initialed the report of the committee, in order that there should be no misunderstanding about what the special committee intended to incorporate in this measure when it was introduced and reported to the Senate. So this is not any novel procedure, which has not had the consideration of the Committee on Rules itself, and its chairman as to a proper method of procedure. We had the matter all specified in the report of the Committee on Rules, to which the Senator from Wisconsin subscribed.

Mr. THOMAS of Oklahoma. Mr. President, I wish to read into the RECORD the first two or three lines of paragraph (a) of section 124:

Each standing committee of the Senate and the House of Representatives shall set aside a regular period during each month to afford opportunity to Members who have introduced any bill or resolution to appear before the committee to explain the measure and outline the nature and character of the considerations which in their judgment support its passage.

I should like to ask the Senator from Wisconsin, the author of the bill, if he is not a member of the Committee on Education and Labor.

Mr. LA FOLLETTE. Yes; I serve on that committee.

Mr. THOMAS of Oklahoma. The Senator is a member of the Committee on Education and Labor, and if a bill is introduced and referred to that committee, would not the committee, under the proposed rule, at the request of the author of the bill, have to set down a date for a hearing upon the bill so that the author could explain it and advocate it?

Mr. LA FOLLETTE. If this joint rule were adopted, I think each of the standing committees of both Houses would have to set what might be known as a docket day, at which time Members of

the House and the Senate, respectively, would have the right to go before the committees and have an opportunity to explain in person to the members of the committee the reasons why they felt a certain legislative proposal was of importance and should receive consideration by the committee.

I will say, Mr. President, that this provision was incorporated in the joint committee's recommendation and is in the bill because there were widespread complaints voiced in the hearings of the joint committee that in many instances Members of Congress who were not members of a committee had not had an opportunity ever to appear before the committee and have a chance to urge upon the committee the importance of their legislative proposals and express their reasons for having them considered. It is merely a mild form of attempting to prevent committees from ignoring measures introduced by Members of the respective Houses which they as individuals consider important, even going to the extent of denying them the right ever to appear before the committees and advance the reasons for the consideration of measures.

Mr. THOMAS of Oklahoma. Mr. President, reiterating that I have been a Member of the Senate a good while, I know of no case where any Member of the Senate had an important bill that was stymied indefinitely in a committee, a bill which had general approval, a bill which should have had serious consideration, if not enacted into law. Under the present practice the committees exercise some discretion over the bills which are introduced and referred to the committees. Under this provision every committee will have to set aside a docket day for the consideration of measures introduced by Senators and referred to the committee.

As an example of what I mean, I exhibit to the Senate a bill introduced during the present session of the Senate. I shall not give its number, I shall not name the author of the bill. I ask that the clerk read the bill—it is very short—in connection with my remarks, at this time.

The PRESIDING OFFICER. Without objection, the clerk will read as requested.

The Chief Clerk read as follows:

A bill to protect the public health through the detection of certain diseases, and for other purposes

*Be it enacted, etc.,* That (a) there is hereby authorized to be appropriated the sum of \$3,750,000,000 or so much thereof as may be necessary to enable the Surgeon General of the Public Health Service to carry out the provisions of subsection (b).

(b) The Surgeon General of the Public Health Service shall, with such equipment and facilities as may be available to him and with the cooperation of agencies and officials of the States and the municipalities and counties thereof, and of other Federal agencies, provide the means for securing a specimen of the urine of each person in the United States and the examination and analysis of such specimen. Upon making such an examination and analysis, a report of the findings shall be made to the person furnishing such specimen. If such examination and analysis discloses that such person has some disease, a report of such fact shall be made

to the health authorities of the municipality or county wherein such person resides. No person shall be permitted to obtain an examination and analysis of a specimen furnished by him more often than once every 6 months.

(c) The Surgeon General of the Public Health Service is authorized to make such rules and regulations as he deems necessary to carry out the provisions of this act.

Mr. LA FOLLETTE. Mr. President, will the Senator from Oklahoma yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. LA FOLLETTE. Without regard to the proposal made in the particular piece of legislation which the Senator has had read at the desk, I think any Senator or any Representative has a right to appear before a committee of which he is not a member, and is therefore at a certain disadvantage, to urge upon the consideration of the committee a measure he has introduced, not, as the Senator indicates, for the committee to take action on it, but so that he may have a chance to present to the committee the reasons why he thinks the legislation should receive consideration.

Merely because the Senator can find a proposal which is introduced and which he finds absurd is no reason why a Senator or a Representative should be denied the right which this section would give to him, of having an opportunity to appear before a committee and present the reasons why he thinks the committee should consider a measure.

Mr. THOMAS of Oklahoma. Mr. President, I do not take issue with the distinguished and able Senator from Wisconsin. The only point on which I differ from the Senator from Wisconsin is that I think committees should continue to have some discretion as to the importance and nature of the bills on which they spend their limited time.

The bill just read has been given no consideration, so far as I know. It must be important, because it proposes to appropriate \$3,750,000,000 of the taxpayers' money to accomplish a desirable end. It certainly is important that a bill of such moment should have the consideration of a committee, but still I am in favor of giving the committees the continued jurisdiction and discretion.

Mr. LA FOLLETTE. All I ask is that the pending measure be considered according to what is in it. The Senator has said that it proposes to take the discretion of a committee away from it. It does not propose any such thing. What it proposes is that a committee shall set up a docket day, at which time the authors of bills and resolutions, either in the House or in the Senate, may have a chance to appear before the committee and say why they think the committee should take up a particular measure for consideration. It does not remove the discretion of the committee to determine, after it has granted the docket day to the authors of bills and resolutions, what bills and resolutions it will consider and what it will not consider.

Mr. THOMAS of Oklahoma. I accept the explanation of the author of the bill. I am only taking the opportunity to point out some of the defects, as I view them, of the proposed legislation.



I wish to call attention to title II of the bill, found on page 35, referring to miscellaneous provisions. I read:

PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

OFFICE OF CONGRESSIONAL PERSONNEL

SEC. 201. (a) There shall be an office to be known as the Office of Congressional Personnel, and to be under the direction of a Director of Congressional Personnel (hereinafter referred to as the "Director"), who shall be appointed by the majority and minority leaders of the Senate and the House of Representatives, acting jointly, and shall receive compensation at the rate of \$10,000 a year.

Am I to understand that the leaders of the majority and the minority of the House of Representatives are to be consulted in selecting this Director for the Senate? Is the Director to serve both the House and the Senate?

Mr. LA FOLLETTE. Yes, certainly.

Mr. THOMAS of Oklahoma. Mr. President, that is worse still. It is bad enough to have the Director General dictate with respect to patronage on the Senate side, but to provide a man with authority to dictate the patronage on the Senate side and the House side both is to me unthinkable.

Mr. LA FOLLETTE. If the Senator will yield to me, it may be unthinkable to some Senators, but the objective of this provision is to do away with the patronage system which exists in congressional employment, I so stated frankly in my opening remarks. There is no reason for any doubt being entertained as to the intent of this proposal. It is a proposal to reclassify and to put on a career basis all employees of the Congress and to eliminate the patronage system in their selection.

Mr. THOMAS of Oklahoma. Mr. President, I am not all in agreement with the Senator from Wisconsin.

Mr. LA FOLLETTE. I am not surprised at that.

Mr. THOMAS of Oklahoma. I was born a Democrat, and I have tried to be a consistent Democrat since my birth. I do not believe in this dual, hybrid class of legislation, so-called. We have had entirely too much of that in the past few years in recent administrations. Where are some of the men who served as non-partisans in the public affairs of the Government during the past 15 years? I would not say that I am for the spoils system. But when the Democratic Party is in power I am of the opinion that the Democratic Party is entitled to have its affairs administered by the men, and women, for that matter, who are in sympathy with Democratic principles and Democratic policies. When the Republican Party comes into power, if it ever does, I want the Republican Party to assume full responsibility, to take charge of the public affairs of the Nation, insofar as it can, especially from the administrative side, and be responsible for what happens and what does not happen.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. McKELLAR. My position is like that of the Senator from Oklahoma. I think the present system works pretty well. I want to call the attention of the

Senate to two shining examples of the present archaic system in force, if it might be called an archaic system by those who want to establish a new system. I want to make proffer of one example. I am almost tempted to ask the the individual I have in mind to stand up. Thirty-five or thirty-six years ago—I have forgotten just how long it was—I came to the Senate, and the distinguished gentleman in the gray clothes sitting at the clerk's desk, the man with the slightly graying hair, Mr. John C. Crockett, of Iowa, I believe, held exactly the same position as reading clerk that he holds today. I have known him intimately for those 35 or 36 years, and have never heard better reading at the desk than that done by John Crockett. I have never seen or known a more earnest man than John Crockett. I have never seen a better public-service man than John Crockett. He was brought here under a Republican administration. I do not know what his politics is, but I know that under this new system, or any other system that might be devised, we could not obtain a better man than John Crockett has been for the last 35 years.

There is another man sitting right beside him who was brought here by my old friend, Senator James P. Clarke, of Arkansas. By the way, I believe he was the handsomest man I ever saw.

Mr. BARKLEY. Who is the Senator speaking of now?

Mr. McKELLAR. I am speaking of James P. Clarke. He brought Mr. Watkins here, and Mr. Watkins has been Parliamentarian of the Senate for many years. I have known him intimately during all that time. I want to say that no body of men, no organization of any kind, have had a better parliamentarian than he is.

What I have said, Mr. President, I think would apply to almost every employee of the Senate. They are excellent men. The idea of trying to improve on the system under which men like those I have mentioned, and many others, have been selected entirely out of place.

Mr. President, I do not believe that simply because a certain system of procedure is in effect it is necessarily wrong. I am not one who believes that everything needs renovating every once in a while; that we must pull down the old barns and build new ones, if you please, even though the expression is a Biblical one. Such a thing as is now proposed was not meant by that expression. I believe that the history of our Government has demonstrated that a republican form of government under a constitution and laws such as we have had is the best form of government in the world. I care not what system is compared with it. I believe it is better than any director-general system of government in the world. I do not believe the Director-General of Russia, whether he be a czar or a generalissimo makes that form of government any better. The Government which our forefathers created enabled us in a little more than 4 years after war commenced between us and two of the greatest military nations on earth to organize an Army and send it to Germany and to Italy, to fight on the

shores of our enemy. We did not fight the war on our own shores, but fought it on the soil of our enemies and won it, 3,500 miles away from our homes, at the same time that we were engaged in a war with Japan, 7,000 miles away, which we also won, and Japan was one of the greatest military powers in the world. We overcame three of the greatest military powers on earth.

I want to say to my good friend, the Senator from Wisconsin, whom I admire extravagantly, for he is a great man, a man of ability, a splendid man in every respect, that I have a very strong feeling for that Government under which we are operating now along the lines of democracy, the republican form of government. I do not want to change that form of government. I do not want a Director-General of the Senate. I do not want one-man government over this great deliberative body. I do not want one man telling us what persons we can employ in our committees, how far we can go, what part of our rules we shall have and what part of our rules the Director-General will establish for us, and in general to tell us what to do. We have done very well as Senators during our history. The Senate has done very well.

Any other government in the world would like to swap its government for a government like ours, under which we have reached so high a degree of prosperity and happiness. Why should we want to kill half of it—and I believe the scheme is to kill the other half, too, at some time—why should we want to kill half of that government through the workings of a Director General? Is it the purpose to keep up with some other governments which have officials with high-sounding titles? I never thought much of high-sounding titles. Governor and Senator are not high-sounding titles. Even the title of President is not a high-sounding one. But we have gotten along very well under our present form of government. Why should we want to change it? Why should we want a one-man government? Why should we want to abolish that form of government under which we have succeeded and become so happy and so prosperous a people?

Mr. THOMAS of Oklahoma. Mr. President, I want to join in a feeble tribute to the staff of the Senate. I know of no Senator who wants to get rid of any of our staff. No one has spoken to me in support of removing someone who is serving the Senate. In 20 years there has been only one change, except perhaps at times when chairmanships change, which naturally makes for a little readjustment. There has been only one change in 20 years of any position of consequence in the Senate. Is it the desire of someone to appoint a Director General to give these employees some kind of a civil-service test to see whether they are qualified to serve the Senate of the United States?

I want to pay a tribute also to the clerks of the Appropriations Committee, Mr. Smith and Mr. Tolbert. I exhibit to the Senate a book of 295 pages of amendments to one bill. Mr. Tolbert, assistant clerk to the Committee on Appropriations, was the clerk of the sub-



committee on the Interior Department appropriation bill. He sat through and listened to all the hearings on that bill. About 2 days after the hearings were closed he had gone through the hearings and compiled this book of 295 pages of amendments. How that could be done by one man is beyond my comprehension. Not only did he prepare this book of amendments but when the committee acted upon the amendments he proceeded forthwith to prepare a committee report embracing 50 pages. Mr. President, in all my services in the Senate I have never found any mistakes made by those clerks. Any mistakes which are made are made by Senators. They are not made by the clerks of the Appropriations Committee. I do not know when they sleep. I do not know when they eat. To me it is incomprehensible that one man or two men could take all those data and in almost one evening prepare and send to the Printing Office such an analysis. I presume that the Printing Office also will soon be under attack. It must be all wrong. Everything else is all wrong. But I cannot share in that viewpoint.

Mr. LUCAS. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. LUCAS. Do I correctly understand that under the terms of the bill the personnel employed by the Appropriations Committee about whom the Senator is now speaking would be under the direct supervision and employment of the Director?

Mr. THOMAS of Oklahoma. I will come to that point in a very few moments, if the Senator will be patient.

Mr. McKELLAR. Mr. President—

Mr. LA FOLLETTE. Mr. President, will the Senator yield for a correction?

Mr. THOMAS of Oklahoma. My answer to the Senator from Illinois is "Yes."

The PRESIDING OFFICER. Does the Senator from Oklahoma yield, and if so, to whom?

Mr. THOMAS of Oklahoma. I yield first to the Senator from Tennessee; then I shall be glad to yield to the Senator from Wisconsin.

Mr. McKELLAR. After the closest association with the two members of the staff of the Appropriations Committee to whom the distinguished Senator has just referred, Mr. Everard H. Smith and Mr. Cecil H. Tolbert, I wish to endorse every word he has said about them.

I do not care where the Director General comes from. Even so great and so good a man as my friend, the Senator from Wisconsin could not appoint two men as well fitted for those duties as Everard Smith and Cecil Tolbert. It is impossible to find any men in this country who know as much about the details of appropriations as those two men know.

Mr. LA FOLLETTE. Mr. President—

Mr. THOMAS of Oklahoma. I yield to the Senator from Wisconsin.

Mr. LA FOLLETTE. The Senator from Oklahoma made the statement that he did not see how one man could prepare the mimeographed analysis of one of the appropriation bills to which he re-

ferred. I invite the Senator's attention to the fact that we are proposing four professional staff members for each standing committee, including the Appropriations Committee. In addition, we are proposing to give each of the Appropriations Subcommittees four professional staff members. So, if this proposal goes through, there will be available a great many additional employees. I admit that the committee would be very fortunate if it could find as good assistants as it now has.

I have used the Appropriations Committee staff as an example of what we are seeking to do so far as the other committees are concerned. We are seeking to give them a permanent staff which will not change when the chairmanship changes, a staff which will be of real service to the committee. I wish to emphasize that if this proposal goes through the Appropriations Committee, instead of having one such assistant, would have four for each subcommittee, in addition to four for the full committee.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. McKELLAR. The Senator from Wisconsin probably has not examined the subject, because he has not conferred with me or with any other member of the Appropriations Committee—

Mr. LA FOLLETTE. Mr. President—

Mr. McKELLAR. Whom did the Senator consult on the Appropriations Committee?

Mr. LA FOLLETTE. I should like to point out that two of the ablest and most helpful members of the joint committee from the Senate were the Senator from Maine [Mr. WHITE] and the Senator from Georgia [Mr. RUSSELL], both members of the Appropriations Committee. From the House side we had Mr. DIRKSEN, of Illinois, and Mr. PLUMLEY, of Vermont, who are members of the House Appropriations Committee. The special Senate committee which reported this bill also had on it the Senator from Maine [Mr. WHITE] and the Senator from Georgia [Mr. RUSSELL]. So the Senator does not need to feel that we were flying blind, without any help from members of the Appropriations Committee who have had some experience.

Mr. McKELLAR. The Senator seems not to have asked the two Senators to whom he has referred the facts with respect to the Appropriations Committee, because if the Senator had done so he would have known that for the past 3 or 4 years—I shall furnish the exact dates for the RECORD—the Appropriations Committee has had three experts, whose names I shall place in the RECORD. They were serving the Appropriations Committee long before the Senator ever had his dream about this bill.

Mr. LA FOLLETTE. But I am proposing to give the committee a larger staff.

Mr. McKELLAR. We do not need more. Why tax the people to give us employees that we do not need? What the Senator wants is to have a Director General, instead of allowing the committees to employ persons who are com-

petent and efficient. The men to whom I have referred are the most competent and efficient men we can find. Instead of following that plan, the Senator wishes to turn the matter over to a Director General—

Mr. LA FOLLETTE. Mr. President—

Mr. McKELLAR. He will be a generalissimo before a great while. The Director General of the Senate would select for the Appropriations Committee three other experts of his own choosing. He would select a total of 44 such experts for the Appropriations Committee. I do not know what the total would be for all the committees of the Senate. I am confining myself to the Appropriations Committee.

Mr. LA FOLLETTE. Mr. President—

Mr. McKELLAR. The three experts whom the committee has selected would probably go by the board, and three would be selected by the generalissimo, the Director General. I do not know how long it would be before he became the czar of the Senate. We might have to resurrect the old term "czar" and have a czar of the Senate who would control it as the Czar of Russia used to control all the Russians.

Mr. ROBERTSON. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. ROBERTSON. If I correctly understand the Senator from Wisconsin, the bill provides for 4 experts for the Appropriations Committee and 4 for each of the 10 subcommittees, making a total of 44 for the Appropriations Committee.

Mr. McKELLAR. Is that correct?

Mr. LA FOLLETTE. That is correct.

Mr. McKELLAR. I am sure that the Senator did not pursue the question of what was needed by the Appropriations Committee with the Senator from Georgia [Mr. RUSSELL] and the Senator from Maine [Mr. WHITE], who are two of the ablest members of our committee. He would turn over the affairs of the Appropriations Committee to a staff of 44 members selected by the generalissimo of the Senate.

Mr. LA FOLLETTE. Mr. President, will the Senator from Oklahoma yield to me?

Mr. THOMAS of Oklahoma. I yield.

Mr. LA FOLLETTE. Mr. President, the members of the Senate Committee on Appropriations who served on the Senate side of the joint committee, as well as the House Members who are members of the House Appropriations Committee, were enthusiastic about this recommendation, because they had already had experience with the existing staffs in attempting to check appropriations and expenditures by the departments. Billions of dollars are now being expended. It was their firm conviction that, if more men of similar caliber, character, and ability could be obtained, it would help immeasurably to strengthen that arm of the Federal Government—namely, the Congress—which has responsibility for the control of the purse strings. This was done only after consideration and consultation with the members of the joint committee, who are



members of the House and Senate Appropriations Committees.

Mr. HILL. Mr. President, will the Senator yield so that I may ask the Senator from Wisconsin a question?

Mr. THOMAS of Oklahoma. I yield for that purpose.

Mr. HILL. As I understand, after the clerks are once appointed the Director will have no authority so far as dismissal is concerned, or so far as control over them is concerned.

Mr. LA FOLLETTE. The appointing power rests with the committees, so that they cannot be appointed unless the committees appoint them. It is true that they are to be appointed on the recommendation of the Director of Personnel; but the committees cannot be forced to appoint anyone whom they do not wish to appoint. Furthermore, they can discharge anyone whom they do not find satisfactory, without even consulting the Director of Personnel. This is not like a civil-service law which has provision for review of dismissals, and which guarantees the right of hearing. The appointing power is absolutely unchecked, except that we provide that, with respect to the four professionals for all the regular committees, and in addition the extra professional staff members for the Appropriations Committees, they shall be appointed on the recommendation of the Director of Personnel.

Mr. HILL. The power of summary dismissal would be entirely in the hands of the committee, as I understand.

Mr. LA FOLLETTE. Absolutely; as well as the power of appointment.

Mr. HILL. Then, all control over the staff, after appointment, would be in the committee.

Mr. LA FOLLETTE. It would be in the hands of the committee. Earlier in the day there was adopted, at my suggestion, an amendment which I believe would force the Director of Personnel to cooperate with the Congress and with the committees, or be dismissed. The language provides, in effect, that it shall be his duty and obligation to cooperate with the committees in these appointments.

I also wish to emphasize once more that the Director of Personnel is to be selected by the majority and minority leaders of the House and Senate. Naturally it will be within their power to dismiss him if he gives any indication that he will not properly cooperate with the committees.

Mr. THOMAS of Oklahoma. Mr. President, in my own time I should like to submit a question to the distinguished Senator from Wisconsin.

Mr. LA FOLLETTE. I am sorry to trespass on the Senator's time.

Mr. THOMAS of Oklahoma. The majority leader of the Senate and the majority leader of the House are two Members. The minority leader of the Senate and the minority leader of the House are two Members. There would be two Democrats and two Republicans. What would happen if those four gentlemen were in disagreement?

Mr. LA FOLLETTE. A Director of Congressional Personnel would not be appointed.

Mr. THOMAS of Oklahoma. Then we would not have any expert staffs. We would have no clerks. We would have no purchasing agent and no custodian.

Mr. LA FOLLETTE. Mr. President—

Mr. THOMAS of Oklahoma. Let me read the bill—

Mr. LA FOLLETTE. Let me make this point clear. I realize that we are going over ground which has been previously covered. As the bill now stands, the only power which the Director of Personnel would have over any employees in the entire legislative branch would be the power to recommend persons to be appointed to staff and service positions. He is also directed to make a classification study and a proposal for tenure of the employees of the Congress, and he is directed to submit that to the Congress for its amendment, rejection, or adoption.

It is true that the bill does set out certain proposals which shall be in his plan, but we recognize that this Congress cannot bind another Congress, and he must come back to the Congress and submit his plan for approval or disapproval or amendment.

Mr. THOMAS of Oklahoma. Mr. President, referring to the suggestion which has been made by the Senator from Wisconsin, in one respect I am like Will Rogers: All I know is what I read in the book.

I yield now to the Senator from Arkansas.

Mr. McCLELLAN. Mr. President, I should like to have the Senator from Wisconsin point out where Congress will have authority to approve the plan. Subsection (f), on page 37, provides that—

(f) The Director shall report to the Congress at the earliest practicable date the results of his studies made pursuant to subsection (d) and plans and schedules prepared in connection therewith.

I do not see any provision which requires the Congress to take any action on it. The Director is appointed and directed to make the plan and then to report the result of his work to the Congress.

If there is in the bill any provision for the Congress to accept or reject the plan or take any other action regarding it, I have not found it.

Mr. LA FOLLETTE. Of course, Mr. President, unless the Congress acts on the plan, nothing happens to it.

Mr. McCLELLAN. The bill does not so provide.

Mr. LA FOLLETTE. An amendment to make that point crystal clear was adopted to another section of the bill. The amendment was submitted by the Senator from Georgia [Mr. GEORGE]. But it is clear, according to the committee and the draftsmen, that if we call upon someone to submit a plan, it is like asking someone to file a report. If we do not act on the report, nothing comes of it.

Mr. McCLELLAN. As I understand this bill, although I am not familiar with the amendment to which the Senator from Wisconsin has referred, the Direc-

tor is to be appointed and directed to make studies and to formulate a plan.

Mr. LA FOLLETTE. That is correct.

Mr. McCLELLAN. He is to be given the power and to be constituted with the authority to formulate a plan.

Under subsection (f), which I have read, all that would amount to would be a requirement to inform the Congress of the plan he had formulated.

Mr. LA FOLLETTE. That is correct.

Mr. McCLELLAN. The bill does not reserve to Congress the right to accept or reject or modify the plan or do anything else with it.

Mr. LA FOLLETTE. It is not necessary to reserve the power to reject a plan. The fact that the plan is not acted upon rejects it.

Mr. McCLELLAN. That is like delegating to an agency of Government, or to an agency chief, the duty of formulating rules and regulations for the Government of the agency.

When we appoint the Director General, or whatever the title would be according to the bill, who is to select the personnel and to give classifications to the personnel and to make the plans, and when we constitute the Director with that authority, after he performs may take. The plan would go into effect regardless of any action the Congress may take. The plan would go into effect and the plan would be in effect, and it would have the effect of law, whenever the Director made his report.

Mr. LA FOLLETTE. Mr. President, that certainly is not the intent. That certainly is not the judgment of the draftsmen of the Legislative Counsel's Office who prepared the bill. It has never seemed to me to be necessary to spell out in so many words that, if we authorize someone to prepare a plan or a program and to submit it to the body which calls upon him to make such a report or to formulate such a plan, if that body does not act on the plan or program affirmatively or negatively, it does not go into effect.

But so far as I am concerned, I shall be happy either to propose an amendment myself or to accept any amendment which will make that matter crystal clear, because that is all that was intended, as the report of the committee will show.

Mr. McCLELLAN. Mr. President, will the Senator further yield to me?

Mr. THOMAS of Oklahoma. I wish to make progress, Mr. President, but I yield to the Senator from Arkansas.

Mr. McCLELLAN. I have only one other observation to make with respect to the Director of Personnel.

In section 205, subsection (a), on page 39, we find the following:

SEC. 205. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint four professional staff members in addition to the clerical staffs.

I wish to have the Senator from Wisconsin especially observe the next sentence:

Such staff members shall be appointed on a permanent basis upon the recommendation and certification of the Director of Congressional Personnel.



In other words, the committee can make no selection, can make no appointment, except as it be approved by the Director of Personnel.

Mr. THOMAS of Oklahoma. Mr. President, this director-dictator program seems to be growing in momentum throughout the country. No sooner had the United Nations Organization been established than the organization thought it should have a director, and it appointed a director, a Mr. Lie.

Another international organization was created in the last few months, namely, the Agriculture and Food Organization. No sooner had it been created than it decided that it should have a director, and it appointed as its director Sir John Orr.

Now, as has been stated upon the floor of the Senate, the United States Senate thinks that it should have someone to take charge of matters for it and to be over it. I wish to call the attention of the Senator from Illinois especially to a matter in connection with a question which was asked a while ago about the power of the Director. I read from page 35 of the bill. Listen to this:

(c) The Director shall employ and fix the compensation of such assistants, clerks, and other employees; and purchase such furniture, office equipment, books, stationery, and other supplies, as may be necessary for the proper performance of the duties of the office and as may be appropriated for by Congress.

Under that section the Director will take charge of all the property in the Capitol. If anything is to be sold, he will sell it. If anything is to be purchased, he will buy it. This bill puts the Architect of the Capitol under the jurisdiction of the Director. If I am mistaken, of course I am mistaken.

But that is not all, Mr. President. The Director is directed to do those things. The bill does not say he may do them; it says that he shall do them.

The bill provides that he shall make a plan for a modern personnel system. Mr. President, apparently we do not have a modern personnel system. If some of the statements I have read in the public press and some of the speeches I have heard upon the floor of the Senate and elsewhere are correct, we have in this country nothing that is even comparable to what I may term modernism. This bill says that we must have a modern personnel system. That must mean that the House of Representatives does not have a modern personnel system. It must mean that the Senate does not have a modern personnel system. But two Members of this body one from one side of the aisle and one from the other side of the aisle, are to meet with a like number from the House of Representatives, making two Republicans and two Democrats, altogether; and if they cannot agree upon who shall be the Director, a director cannot be appointed. Then we shall not have any man to provide a personnel system for us and we shall have no purchasing system and we shall have no one to buy books or stationery or other articles of that character.

But, Mr. President, that is not all.

Mr. LUCAS. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. LUCAS. I wish to refer to the 44 men who are involved in connection with the Appropriations Committee.

Mr. THOMAS of Oklahoma. I shall come to that.

Mr. LUCAS. I should like to ask a question, and I hope that the Senator from Wisconsin [Mr. LA FOLLETTE] will also listen to it.

Am I to understand that the so-called Director to be appointed under this bill would have the power to say definitely who should be the 44 men who would work for the Appropriations Committee, and that the Appropriations Committee would have no veto power over the hiring of those men?

Mr. McKELLAR. Mr. President, will the Senator yield to me?

Mr. THOMAS of Oklahoma. I yield to the Senator from Tennessee, to permit him to answer the question asked by the Senator from Illinois.

Mr. McKELLAR. Listen to this. It cannot be misunderstood. I read now subsection (2) of section 37 of the bill:

No person—

That means no person at all—shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation of the Director and certification by him that such person is qualified for such office or position.

The Senator asked about the 44. Those 44 and every other employee of the Appropriations Committee would have to be recommended and certified by the Director, or else such positions could not be filled. No power is granted to anyone except the Director, in that connection. I read the language of the bill, which makes the matter so plain that anyone can understand it. It is plain that that is the only way these employees can be certified.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. Mr. President, I should like to use some of my own time.

Mr. LA FOLLETTE. I do not blame the Senator for wishing to do so, but the Senator from Illinois has asked me a question.

Mr. THOMAS of Oklahoma. Yes; I yield.

Mr. LA FOLLETTE. The language the Senator from Tennessee has read relates to the items which the Director shall include in the plan when he submits it to the Congress. On page 39, in section 205 (a) we find the following:

Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint four professional staff members in addition to the clerical staffs.

So the appointing power, I may emphasize, is in the hands of the committee and not in the hands of the Director.

Mr. McKELLAR. Why is it provided in the bill that no person shall be appointed to any office except on the certification and recommendation of the Director?

Mr. LA FOLLETTE. Mr. President, I do not wish to seem to have given an incomplete answer.

Mr. THOMAS of Oklahoma. I yield further to the Senator from Wisconsin.

Mr. LA FOLLETTE. The language in section 205 (a) continues:

Such staff members shall be appointed on a permanent basis upon the recommendation and certification of the Director of Congressional Personnel, without regard to political affiliations and solely on the basis of fitness to perform the duties of the office.

And so forth. The point I make is that the power to discharge, according to the decisions of the Supreme Court, rest with the appointing authority. Under this bill the appointing authority is the committee. So far as the permanent staffs are concerned, it is true that the committees must receive the certification and recommendation of the Director. But the Director has no control or direction over the personnel after they have been appointed. The committee may discharge, without consulting with the Director, the persons who have been appointed.

Mr. LUCAS. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. LUCAS. I should like to propound a question in order to get the situation clear in my mind. I again refer to the 44 employees. According to one interpretation, the Director would have the power to appoint them, and now, according to the interpretation of the Senator from Wisconsin, as I understand his interpretation, the committee would have the power to appoint them in the first instance, but, nevertheless, they must be ultimately certified by the Director.

Mr. LA FOLLETTE. The Director must certify and recommend the individuals who are to be appointed to those staff positions, but he does not appoint them.

Mr. LUCAS. But he has the veto power over their appointment. In other words, if he does not certify and recommend them, they may not be appointed.

Mr. LA FOLLETTE. The Senator is correct, and if the Director certifies some person whom the committee does not wish to appoint, he could not appoint that person. Therefore, I believe it entirely proper to say that the appointing and the dismissal power rests with the committee.

Mr. OVERTON. Mr. President, will the Senator yield?

Mr. THOMAS of Oklahoma. I yield.

Mr. OVERTON. I believe that the Senator from Wisconsin will have to agree with me in this interpretation of these various sections. The nominating power rests solely in the Director. The committee may consider the name of no person unless he has been certified and recommended by the Director. If the Director does not nominate a person as, for example, Mr. Smith, the committee may not appoint him. He goes out the window. Furthermore, these appointments are made on a permanent basis and, therefore, the committee would not have the right to discharge them.

Mr. LA FOLLETTE. Oh, I may say to the Senator that there is nothing in that statement. Any employee of the committee who proved to be unsatisfactory to the committee could be discharged by the committee. The committee has complete plenary power. Sen-



ators are confusing this proposition with the civil-service law which guarantees certain protection and certain procedures to every employee who serves under the civil-service law. The employee may avail himself of those guaranties in order to secure a review of the action which has been taken with regard to his dismissal. No such procedure is provided for in the proposition to which the Senator has referred.

Mr. OVERTON. Very well. Let us take up one proposition at a time.

Mr. LA FOLLETTE. Yes.

Mr. OVERTON. Does the Senator agree that the Director is directed by this proposal to include in his plan the effect of the following provision:

No person shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation by the Director and certification by him that such person is qualified for such office or position.

Mr. LA FOLLETTE. Yes.

Mr. OVERTON. Then does not the Senator agree with me that the nominating power rests solely in the Director?

Mr. LA FOLLETTE. The Director is directed, so far as the plan is concerned, to incorporate such proposal as an integral part of the plan, but he is not given any authority to put it into effect unless and until both Houses of Congress have agreed to it.

Mr. OVERTON. I think we should eliminate such authorities instead of granting it. If we give to the Director such authority as that to which I have referred, we certainly adopt it and put our stamp of approval upon it. If we say in effect to the Director, "You shall include in your plan the power vested in you and in no one else to make nominations," we place our approval on such power.

Mr. LA FOLLETTE. I do not believe that one Congress can bind another, and I do not believe that there would be any commitment involved if the new Congress should accept the provision, merely because the Director is authorized and directed to include it as a part of his plan. It can be deleted, amended, or rejected.

Mr. OVERTON. Very well. That may be true. In any event, we propose that he shall do what we have indicated.

Mr. LA FOLLETTE. Yes.

Mr. OVERTON. Let us refer to the staff appointments. They are to be made on a permanent basis. Where is there any provision in the bill which supports the thought that the committee will have the power to discharge any of these staff employees?

Mr. LA FOLLETTE. All the bill does is to provide that the persons who are appointed to the professional staff positions shall not go in and out with the change of chairmanship, or change of administration, but that they shall carry on, just as many of the able and excellent employees of the Senate, who have been referred to by name and otherwise, have carried on under both Democratic and Republican administrations. However, there are many employees in the Capitol who do not have such protection. It is specifically intended that the committee which made the appointment should

have the power, without consultation with any person outside the committee, to dismiss any member of the staff who does not satisfactorily serve the committee.

Mr. OVERTON. I disagree with the honorable Senator, because my understanding of the word "permanent" is that it does not mean only a day, only a week, only a year, but as long as the employee lives and is able to work.

Mr. THOMAS of Oklahoma. Mr. President, the bill was introduced in the Senate on, I believe, May 13, 1946. That was the legislative date of March 5. The bill was reported to the Senate on May 31, still on the legislative date of March 5, according to our calendar. Today is the 7th day of June. So within 8 days of time the committee saw fit to bring in amendments to this bill. Title No. 7 of the bill provided a new chapter, a new constitution, a new set of basic laws for the management and government of the District of Columbia. But the committee already, in 7 or 8 days of time, has seen fit to strike out that language.

Then on page 36 of the bill the committee has seen fit to report an amendment to strike out subdivision 2 and substitute a new provision.

Mr. President, if I can read the English language, the provision to which I have referred to is quite clear. The Congress of the United States directs the Director to make a plan and to put it into force. It will be his plan and he must enforce it. What kind of a plan will he bring forth? It will be a plan (a) having control over the disbursing and auditing officers, (b) it puts the document rooms under the control of the Director, (c) it puts the mailing rooms under the control of the Director, (d) it puts the Capitol post offices under the control of the Director, and (e) it puts service facilities for all the Capitol Buildings and Grounds, including police, janitors, and guides, under the control of the Director. What is left? Only a few positions are left which are not under the control of the Director. We select our Secretary of the Senate, our Sergeant at Arms, and a few other members of the personnel of the Senate. The Director would have no control over those persons, but every other position in the Capitol, high or low, would come under the control and domination of the Director.

Mr. President, I desire to invite the attention of the Senate to the provision which is found on page 39 of the bill. It provides that each Senator or Representative may select an assistant at a salary of \$8,000 a year. I shall not take time to attack that provision. In theory it is fine. There is not a Member of the Senate who does not need someone to take from his shoulders a great deal of work which he now does.

On the same page I find a reference to committee staffs. Each standing committee, there are to be 16 of them, is to be assigned four professional staff members. Four times 16 is 64. There are to be 64 professional members of the staffs to serve the 16 committees of the Congress.

Mr. President, that is not all. The Committee on Appropriations is to have 4 experts assigned to it as a committee,

and then each subcommittee is to have 4 experts assigned to it. Multiply 10 by 4 and we have 40. Then add 64 to 40, and we get 104. So there would be more of these experts than there are Members of the Senate. What are we to do with the 104 expert staff members who are to be selected to serve the committees of the Senate?

Mr. STEWART. Mr. President—

The PRESIDING OFFICER (Mr. KNOWLAND in the chair). Does the Senator from Oklahoma yield to the Senator from Tennessee?

Mr. THOMAS of Oklahoma. I yield.

Mr. STEWART. Who selects the experts?

Mr. THOMAS of Oklahoma. The Director.

Mr. STEWART. Do the Members of the Senate not have anything to do with selecting the staffs?

Mr. THOMAS of Oklahoma. The bill provides:

No person shall be appointed to any office or position on the staff of any committee of the Senate or the House of Representatives except upon recommendation of the Director and certification by him that such person is qualified for such office or position.

He passes on the qualifications of these 104 experts. The question is, who is going to pass on his qualifications?

Mr. STEWART. Suppose the iniquitous FEPC bill should be enacted. Would the Director apply the principles of FEPC to this particular bill, assuming it were enacted?

Mr. THOMAS of Oklahoma. I cannot answer that question. We will have to examine the bills pending and see what the provisions are. But I make the statement that each committee will have a staff of four experts.

Mr. STEWART. And the chairman of each committee would not, as at present, possess any authority or control at all as to who are to be selected as members of the staff of his committee?

Mr. THOMAS of Oklahoma. The Senator is correct in his implication. Let me give an illustration. I am chairman of the Committee on Agriculture and Forestry. If I should be chairman of that committee when the bill went into effect, if it were enacted, I should be provided with a staff of four experts for the Committee on Agriculture and Forestry. That is not all. As chairman of the committee I am entitled to assistants, four experts to start with, and two clerks in addition, and the minority of my committee is entitled to two clerks in addition. I suggest that the Committee on Public Buildings and Grounds begin to look around to find space and erect new buildings to take care of the new employees who will be required if this bill shall become law.

Mr. President, that is not all. Speaking of experts, I have just started. Look at page 44 of the bill. Paragraph (2) provides:

The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international af-



fairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs.

There, Mr. President, the bill gives the Librarian of Congress the power to appoint 20 more of these specialists. I am not saying that the Congress does not need them, I am not saying that the Congress could not use them. I am merely pointing out what the bill provides.

And here we were, about to pass this bill after a quorum call, and I do not think many Members of the Senate who were on the floor had any conception of what the bill embraced.

Mr. President, that is not all. Let us take the provision about the page boys who sit before us, the little fellows brought here from all parts of the United States. Their service as pages is an education for them. It is a great privilege for a boy from the country, and from places outside Washington, to be appointed and come to Washington and serve as a page of the Senate or of the House of Representatives. It is an education which could not be acquired otherwise. Many of the great men of this Republic today got their inspiration and their start in times past serving as pages of the Congress of the United States. If this bill shall be enacted they cannot come here longer, excepting as spectators, because if the bill becomes law every page who serves the Senate and every page who serves the House must be selected from the personnel of the District of Columbia.

Mr. McCLELLAN. Mr. President, how many of those serving as pages now in either House would be eligible, under the terms of the bill, to continue to serve?

Mr. THOMAS of Oklahoma. Of course, I cannot answer that question, but it could easily be ascertained.

Mr. McCLELLAN. I doubt if there are more than one or two out of the whole number.

Mr. THOMAS of Oklahoma. Mr. President, I have already taken too much of the time of the Senate on the provisions of the bill. I cannot support the bill.

Before I take my seat, I wish to place in the RECORD a motion. I now move that the provisions of the bill be subdivided, that title I, pertaining to changes in rules, be referred to the Committee on Rules of the Senate for further consideration and report.

I move that title II, Miscellaneous, be recommitted to the committee which brought the bill to the floor of the Senate. I know that committee is composed of eminent Senators, and I know they understand what the bill means. I do not agree with their interpretation of what the bill should provide. I should like to have them restudy title II with respect to the miscellaneous provisions of the bill.

I move that title III, Regulation of Lobbying Act, be referred to the Committee on the Judiciary for study and report.

I move that title IV, relating to Federal Tort Claims Act—purely a legal

matter—be referred likewise to the Committee on the Judiciary.

I move that title V, General Bridge Act, be referred to the Committee on Commerce.

I move that title VI, relating to compensation and retirement pay of Members of Congress, be referred to the Committee on Civil Service for further study and report.

I submit that motion, and ask that it lie upon the table until I shall have a chance to call it up.

Mr. LA FOLLETTE. Mr. President, is the motion pending?

The PRESIDING OFFICER. The motion has been made by the Senator from Oklahoma.

Mr. BARKLEY. A motion to recommit a bill is the pending question and the pending business, I suppose, if it is in order. I assume it is in order.

Mr. LA FOLLETTE. I make the point of order, Mr. President, that the motion is not in order. I do not question the right of any Senator to move to refer the bill to any committee he desires to have it referred to, but I do not believe that a motion is in order to split a bill into its several parts and to refer those parts to standing or select committees of the Senate, because obviously there would be nothing before the committees, if the motion were agreed to.

The PRESIDING OFFICER. The Chair rules that the motion of the Senator from Oklahoma is not in order, as the precedents indicate that it is not in order to split a bill into several parts. A motion to recommit the bill as a whole would be in order, but a motion to split the bill into several parts would not be in order.

Mr. THOMAS of Oklahoma. Mr. President, I have made my comments on the bill. I do not care further to take the time of the Senate. On the final roll call I shall content myself by voting against the bill, and I shall permit other Senators to spend such time as they feel inclined in explaining their votes on the many provisions of the bill.

Mr. BARKLEY. Mr. President, I wish to pursue a little further the inquiry I made this morning in respect to sections 130 and 208, and in order that the Senator from Wisconsin may have the matter before him, I have a brief memorandum here which I shall read, and I ask him to comment on it as he may see fit.

Section 130 would provide for the adoption of annual budget totals by joint action of the revenue and appropriating committees of Congress. If estimated expenditures exceed estimated receipts the Congress would be required by concurrent resolution to authorize the creation of additional Federal debt in the amount of the excess. Until the passage of such a resolution no general appropriation bill could be considered in either House. Section 208 would provide that if it appears midway through the fiscal year that aggregate expenditures will exceed receipts by more than the congressional approved deficit the President shall so proclaim, and all appropriations (except permanent appropriations, appropriations for servicing the public debt, for veterans' pensions and benefits, and to trust funds) shall be reduced by a uniform percentage to bring the deficit within the limit previously set. The two sections would not be applicable in time

of war or during a national emergency proclaimed by the President.

The need for some legislative machinery to achieve a more effective correlation between the revenues and expenditures of the Federal Government has long been recognized by both the executive and legislative branches of our Government. However, a desirable remedy for that situation would seem to have been provided in the Employment Act of 1946. That act established a Joint Committee on the Economic Report, to be composed of 14 members from the House and Senate. It is the duty of the Joint Committee to make continuing studies of matters relating to the President's Economic Report, to study means of coordinating programs in order to further the policy of the Employment Act, and to make a report to the Congress containing its findings and recommendations with respect to the recommendations made by the President in the Economic Report. In view of those new procedures designed to make fiscal policy operate most effectively in the interests of promoting maximum employment, production, and purchasing power, it would seem that the provisions in question would result in undesirable duplication with potentialities for conflict, delay, and interference with the successful prosecution of the policies embodied in the Employment Act of 1946, which was so recently endorsed by the Congress.

Despite the far-reaching effect of these two sections of S. 2177, there was no substantial discussion of these provisions at the public hearings held by the Joint Committee on the Organization of Congress, which preceded the drafting of the bill, and no public hearings held by the Senate Special Committee on the Organization of Congress during the brief time the bill was before that committee. Moreover, none of the executive agencies which would be affected by these provisions were given an opportunity to present their views on them to the committee.

Under the two sections, Congress would fix expenditures for the ensuing fiscal year far in advance of its beginning. In time of depression such a procedure might prevent the undertaking of measures designed to alleviate low levels of production and employment. The application of the uniform percentage reduction provided by section 208 might result in the disruption of various essential governmental functions.

It is felt that legislation of such sweeping character and far-reaching importance should be thoroughly discussed before enactment and that the interested agencies of the executive branch should be given an opportunity to present their views.

The Senator earlier in the day stated that the joint committee sent out letters to various executive agencies.

Mr. LA FOLLETTE. The select committee did.

Mr. BARKLEY. I did not understand that the select committee did. I did not understand that there was much of a hearing before the select committee.

Mr. LA FOLLETTE. No, Mr. President, there was no request for hearing, but the committee took the precaution of submitting the measure and proposals to various agencies and departments of the Government, including the Bureau of the Budget.

Let me say to the Senator that so far as any conflict in synchronization between the Employment Act of 1946 and this measure is concerned, we have corrected that by an amendment calling on the Joint Committee on the Economic Report to submit its report by March 15. Secondly, the main purpose of this proposal is to bring the appropriating and the revenue committees, which are re-



sponsible for raising the revenue, together. The Senator will remember that for many years they were one and the same committee in both Houses, that is, the committee which handled the appropriations also handled the revenue legislation. But since that time there has been no correlation between them, except, as I pointed out the other day, where the revenue committee in the House or the Senate may have jurisdiction over legislation which requires the expenditure of money. This proposal is, I believe, a great step forward in trying to coordinate these two functions and also is a long step forward in the direction of helping to improve the determination of fiscal policy by the Congress.

As the Senator knows, this bill has not been introduced on the House side, and will, if it receives final determination here and is passed, go to the House, where there will be full opportunity to give further consideration to any suggestion which the Senator has put forth here. But we have remedied in part the objection, namely, the meshing of the two together, that is, the economic report and the congressional budget.

Mr. BARKLEY. I realize how difficult it is on the floor in a technical and complex budgetary adjustment, which this bill aims at, to draw an amendment that would do anything about it without going through the whole bill and seeking to correct it, if there are other provisions with reference to it, or correct existing law. At the moment I recall the fact that we have a budgetary law which requires the President at the beginning of each Congress to deliver a budget message to the Congress outlining the budget of expenditures and making a complete report concerning it. That is not interfered with, as I understand, by this bill.

Mr. LA FOLLETTE. Oh, no; and it is contemplated, of course, that the four committees would have the benefit of the Presidential budget message in their work.

Mr. BARKLEY. I cannot help but still feel that there is a gap there between the report of the revenue and appropriating committees which must be made within 60 days or not later than April 15, and the subsequent report of the President on the estimated deficiency. It seems that they ought to be brought closer together, because the President is not expected or required under the bill to make his report until December 31 in the fiscal year for which the estimates are supposed to take effect, and if he finds, after half of the fiscal year has gone by, that the deficit will be larger than that estimated by the committee, he shall report to the Congress, and thereafter all the appropriations, except the permanent ones referred to, are to be scaled down by a uniform percentage. That might result—and I make these suggestions for the Senator's comment—in a very crippling situation during the last half of a fiscal year when a department has proceeded and made expenditures on a monthly basis for 6 months, figuring on the whole year's appropriations, and then suddenly is required to scale down 10 to 15 or it might be 25 percent during the remaining 6 months. It is possible that a critical situation might

arise during the later half of the fiscal year. Has the Senator given that question any thought?

Mr. LA FOLLETTE. Yes, I have since the Senator spoke to me about it. Of course, what the committee had in mind was that it would take some little time after the fiscal year had begun to determine whether receipts and expenditures were in balance.

Mr. BARKLEY. In that case the lack of balance would grow out of the fact that revenues would not be so great as was anticipated.

Mr. LA FOLLETTE. That is true.

Mr. BARKLEY. Because Congress would have already fixed the appropriations that would be effective.

Mr. LA FOLLETTE. But I should like to suggest to the Senator that we might insert the words "or before", in line 19 on page 45, after the word "on", so it would read "if on or before December 31 in any fiscal year \* \* \*."

I think there is some justification for setting a dead line when this action should be taken, because otherwise so much of the fiscal year will have elapsed that such action would be ineffective, or if it were taken late in the fiscal year there might arise situations where such drastic pro rata reductions would have to be made as to cripple the operation of the Government. If that language helps—and I think it does to some extent—I offer the amendment on page 45, line 19, after the word "on" to insert the words "or before."

The PRESIDING OFFICER. Without objection, the amendment is agreed to.

Mr. SALTONSTALL. Mr. President, may I ask the Senator from Wisconsin a question?

Mr. LA FOLLETTE. I would be glad to yield to the Senator from Massachusetts.

Mr. SALTONSTALL. I wish to refer the Senator to page 26, the section concerning congressional recesses. In that section there is a provision that Congress must reconvene on the second Tuesday in October. If Congress reconvenes at that time in an election year it would be just 3 weeks before election time, and it would seem to me to be rather an inopportune time to reconvene.

I have two more questions respecting that section. I should like to ask them together. Then if Congress must recess each year in June, does not the same objection become valid that applied under the old system when Congress had to adjourn on March 4, a definite date, crowding the debate and perhaps the holding up of legislation that might be pending? That is the second question.

My third question on that section is this: It would permit the President of the Senate and the Speaker of the House of Representatives or the majority leader or minority leader of the Senate and the majority leader or the minority leader of the House, acting jointly, to call Congress together. If Congress is not in session, is not that too easy a method, by too few persons, to call it together again? In other words, the two minority leaders, or the majority leader and the minority leader—just those two men—could call the whole Congress together. If Congress is to be called together in a

special effort, for a special emergency purpose, should it not be done by majority vote of the two branches acting concurrently?

My fourth question is, Would the Senator object to eliminating section 123 entirely? How does it add to the purposes of the bill? I should like to see the whole section eliminated.

Mr. LA FOLLETTE. I hope I can remember all the Senator's questions. First of all, as to the reasons which prompted the committee to incorporate this proposal in its original recommendations, and subsequently in the bill, there was the feeling that in the future, as in the past, in all probability with the very pressing and numerous problems with which the country will be confronted there will be necessity for the Congress to be in session a great deal of the time. We felt that, if we put in a terminal adjournment, it would tend to put some pressure on both Houses to regularize their labors and schedule their program in a manner which would lead to more consistent operation. That used to be the effect of the terminal adjournment under the Constitution. Congress had to transact its business and complete it, or else face the necessity of an extra session.

We provided for a specific recess in order to make certain that there would be an opportunity each session for Members of the House and Senate to return to their States or districts, as the case may be. They would return, not for political reasons, but because under a representative form of government we felt that Members of the House and Senate need to return to their districts in order that they may see at first hand how the governmental machine which they have helped to create is operating in their States and districts, and also to give them renewed contact with the people whom it is their responsibility to represent.

We adopted the provision for the reconvening of the Congress during the proposed recess which was in all the resolutions adopted during the war, and which seemed to work very well. I will say to the Senator that he has raised the same question that was raised yesterday by the Senator from Ohio [Mr. TAFT] as to the wisdom of this proposal. Personally, I should very much like to see the Congress experiment with it. The situation would be different from what it would be if the provision were frozen in the Constitution. True, it would be in the rules; but there would be an opportunity to extend the time, if it should become necessary to do so, by moving to suspend the rules. Of course, that would require a vote of two-thirds, which I grant is an additional problem. Nevertheless, it would afford an opportunity to extend the time if it should become necessary to do so. I feel that if the situation were vital, the chances of obtaining a two-thirds vote in the Senate, or obtaining an agreement to suspend the rules in the House, would be within the realm of probability.

Mr. SALTONSTALL. Mr. President, may I finish my question? To accomplish that purpose, might it not be helpful to eliminate the provision relative to



the second session in each year in October, and provide that the Congress shall meet in one session, up to July, we will say, and then permit the session to be called together again in the manner suggested in subparagraph (c), thus eliminating the necessity of an autumn session?

Mr. LA FOLLETTE. If the suggested program does not meet with approval, I should certainly prefer to move up the terminal adjournment and make it not longer than some time in July, and then strike out the provision for the automatic reconvening, permitting the persons named to call Congress into session if that should become necessary.

Mr. SALTONSTALL. Would the Senator accept an amendment to that effect?

Mr. LA FOLLETTE. I would have to consult with the other members of the committee. If the Senator will give me a few moments, I shall be glad to do so.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. In response to what the Senator from Massachusetts evidently had in mind, let me say that, as we all know, many times the Senate meets only 3 days a week. I am not complaining about that; but I believe that if we met more regularly and more frequently during the entire term when Congress was in session, it would probably be possible for us to get away sooner, and to adopt such an adjournment date as is indicated in the pending bill.

#### EXTENSION OF PRICE CONTROL AND STABILIZATION ACTS OF 1942

Mr. BARKLEY. Mr. President, I ask unanimous consent, from the Committee on Banking and Currency, to report favorably, with an amendment, House bill 6042, to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes, and I submit a report, numbered 1431, thereon.

The PRESIDING OFFICER. Without objection, the report will be received and the bill will be placed on the calendar.

Mr. BARKLEY. Mr. President, I understand that minority views are to be submitted. I ask unanimous consent that members of the committee wishing to file minority views may have the privilege of doing so during any recess of the Senate.

The PRESIDING OFFICER. Without objection, it is so ordered.

Subsequently Mr. WAGNER (for himself, Mr. DOWNEY, Mr. TAYLOR, and Mr. MITCHELL, as members of the Committee on Banking and Currency) submitted minority views on the bill (H. R. 6402) to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes, which were ordered to be printed as part of Report No. 1431.

Mr. THOMAS of Oklahoma. Mr. President, I now have requests for between 1,300 and 1,400 copies of the bill. Probably other Senators will have at least as many requests, or perhaps more. I suggest the advisability of ordering an additional supply so that we can furnish them upon request.

Mr. BARKLEY. Mr. President, what is the usual number of copies printed?

The PRESIDING OFFICER. The Chair is informed that the usual number is 1,100 or 1,200.

Mr. BARKLEY. I ask unanimous consent that 3,000 copies of the bill and the accompanying report be printed for the use of the Senate document room.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BARKLEY. Mr. President, while I am on my feet, let me say that it is the purpose to take this bill up for consideration on Monday next. I do not know how long it will take to dispose of it, but it is important that it be disposed of. In all likelihood it will have to go to conference. Therefore it is necessary that the bill be disposed of at the earliest possible date so that it may be considered in conference and go to the President well in advance of the 30th of June, which is the date of expiration.

Mr. LA FOLLETTE. Mr. President, will the Senator be willing to withhold his unanimous-consent request for a moment?

Mr. BARKLEY. I have made no unanimous-consent request in connection with consideration of the bill. I stated that it was planned to take it up on Monday. I did not ask unanimous consent to take it up.

Mr. LA FOLLETTE. I hope we can complete consideration of the pending bill tomorrow, but I trust the Senator will let us complete consideration of it on Monday if we are anywhere near the conclusion.

Mr. BARKLEY. I do not wish to shut off the pending bill.

Mr. LA FOLLETTE. That is all I can ask.

Mr. BARKLEY. I am not seeking any agreement at this time. I was merely stating for the information of Senators that we hope to take up the bill on Monday.

#### ORGANIZATION OF CONGRESS

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. MEAD. Mr. President, I offer the amendment which I send to the desk. The amendment was discussed earlier in the day.

The PRESIDING OFFICER. The amendment offered by the Senator from New York will be stated.

The LEGISLATIVE CLERK. On page 36, lines 1 and 2, it is proposed to strike out "(including employees under the Architect of the Capitol)."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from New York [Mr. MEAD].

The amendment was agreed to.

Mr. MEAD. Mr. President, I offer another amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from New York will be stated.

The LEGISLATIVE CLERK. On page 37, line 25, after the word "for" and before the period, it is proposed to insert a

comma and add the following new language:

On to the Architect of the Capitol or any employees or activities under the Architect of the Capitol, except patronage employees; and all employees, other than patronage, under the Architect of the Capitol shall be selected and appointed by the Architect of the Capitol on the basis of their fitness for their particular duties, and the so-called patronage system shall not be extended to any position under the Architect of the Capitol not now under patronage.

Mr. OVERTON. Mr. President, I rise to ask the Senator from New York to explain the amendment which he has proposed. As I understand, it is for the purpose of taking from the bill the Office of Architect of the Capitol. Is that correct?

Mr. MEAD. It separates the employees into two groups, the patronage and clerical forces in one group, and the technical forces in the other group, leaving under the Architect of the Capitol the technical employees, such as engineers, painters, and so forth, who are now under the Architect of the Capitol. They are covered by civil service. They are under the Classification Act. They are covered by retirement and are employed through civil-service examinations.

Mr. OVERTON. What is the present provision of the bill with respect to such technical employees?

Mr. MEAD. The amendment is exactly the same as the present law.

Mr. OVERTON. What does the bill provide?

Mr. MEAD. The bill covers them all under the Director of Personnel.

Mr. OVERTON. The Senator wishes to take those employees out from under the control of the Director of Personnel; is that true?

Mr. MEAD. Yes; and leave them under the Architect of the Capitol, where they have always been.

Mr. OVERTON. That is the first amendment.

Mr. MEAD. Yes.

Mr. OVERTON. What is the amendment just proposed?

Mr. MEAD. Both of them cover the same situation, except in different sections of the bill.

Mr. OVERTON. The Senator from New York desires to have all of them taken out; does he?

Mr. MEAD. No; we leave under the Director of Personnel all the patronage employees of the committees.

Mr. OVERTON. And all the patronage employees of the Capitol?

Mr. MEAD. And all the patronage employees of the Capitol.

Mr. OVERTON. What about the Architect of the Capitol?

Mr. MEAD. We leave under the Architect of the Capitol some 800 technical employees who now are under him and are under the Civil Service Classification Act and the Retirement Act. They include the employees at the power plant.

Mr. OVERTON. Then the employees of the Architect of the Capitol are taken out from under the provisions of the



bill, by the terms of this amendment; are they?

Mr. MEAD. Yes; except in the case of patronage employees. They are left under the bill and under the Director of Personnel. Therefore, the Director of Personnel will have all the elevator men and the police and the clerks and the stenographers who will be in the pool, and other employees of that type.

Mr. OVERTON. The Architect of the Capitol has nothing to do with that patronage at the present time, has he?

Mr. MEAD. He has to do with some of it. I think he has to do with the elevator men.

Mr. OVERTON. They are appointed on the recommendation of Senators.

Mr. MEAD. Yes. They would still be there, except they would be under the Director of Personnel. But I think the elevator men are on the pay roll of the Architect of the Capitol at present.

Mr. OVERTON. That may be.

Mr. MEAD. By this amendment we shall not change their status, except we shall leave them under the bill, where the committee has placed them.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. OVERTON. I yield.

Mr. LA FOLLETTE. I think the Senator from New York inadvertently stated that they would be under the Director of Personnel. The Director of Personnel is directed to submit this schedule of job classifications and proposals for retirement and for tenure for employees who do not now have them. But that does not give him any direction over those employees.

The other point I wish to make—and I made the same statement after the Senator from New York discussed this amendment earlier in the day—is that the committee was fully aware of the fact that certain employees, in fact, a large number of the employees, of the Architect of the Capitol are now under the classification system. The committee did not think it necessary to provide that the Director of Personnel, after he is selected, who is directed to build up a similar system for other employees of the housekeeping departments of the Congress, should not tear down the only one we now have. But inasmuch as there seemed to be some apprehension that he might do so, I stated to the Senator from New York that I had no objection to stating it in the bill, because that program is already in operation.

Mr. OVERTON. In the absence of the amendment proposed by the Senator from New York, under the provisions of this bill, as unamended, who has the right to make recommendations for the appointment of electrical engineers, and so forth, under the Architect of the Capitol?

Mr. LA FOLLETTE. Under the provisions of this bill the Director of Personnel would have been in a position, if he wished to do so—which seemed inconceivable to me, until the Senator from New York raised the point that he might take such action—act to have included in his plan recommendations with regard to those employees of the Architect of the Capitol who are already classified.

Mr. OVERTON. Then am I correct or am I mistaken in assuming that the bill as presently written will give to the Director of Personnel who will propose the plan the authority to nominate the particular employees under the Architect of the Capitol?

Mr. LA FOLLETTE. No. What the Director of Personnel was authorized to do under the bill without this amendment was to include in his plan covering employees under the Architect of the Capitol, qualification standards, job classifications, tenure of employment, pay schedules, rules for promotions and pay increases, leave, retirement, and other matters pertaining thereto.

The Architect of the Capitol has most of his employees under an existing classification system, and he has some who are not under it. It never occurred to the committee or to any of us who considered the bill that, having instructed the Director of Personnel to prepare a plan to bring about these objectives, he would first start out by destroying the classification system which we now have in the Architect's office. But since there seemed to be some apprehension that he might do so, I saw no objection to accepting the amendment of the Senator from New York, although it will still leave within the power of the Director of Personnel, if the bill is passed and if he is selected, the right to make recommendations for qualification standards, job classifications, and so forth, for patronage employees of the Architect of the Capitol.

Mr. OVERTON. Mr. President, let me inquire from what page the Senator is reading.

Mr. LA FOLLETTE. I have been reading from pages 35 and 36, on which appear the provisions by which the Director is directed to prepare such a plan.

Mr. OVERTON. Very well.

Then the purpose of the amendment of the Senator from New York is to strike out the language which the Senator has just read, I assume. But I do not find it here. In what line on page 36 does it appear?

Mr. LA FOLLETTE. It begins at the bottom of page 35.

Mr. OVERTON. Oh, yes.

The purpose of the amendment of the Senator from New York, as I understand, is to strike out the words "prepare a plan for a modern personnel system"—

Mr. LA FOLLETTE. No.

Mr. OVERTON. What would his amendment strike out?

Mr. LA FOLLETTE. The effect of his amendment is to exclude from the purview of the plan which the Director of Personnel is instructed to prepare, those employees of the Architect of the Capitol who now are classified.

Mr. OVERTON. Then the amendment would strike out the language "covering qualification standards"—

Mr. LA FOLLETTE. Oh, no.

Mr. OVERTON. Mr. President, I should like to have the amendment read for the information of the Senate.

The ACTING PRESIDENT pro tempore. The amendment will be stated.

The LEGISLATIVE CLERK. On page 36, in line 1, it is proposed to strike out the

parentheses and the words "including employees under the Architect of the Capitol."

On page 37, in line 25, after the word "for" and before the period, it is proposed to insert a comma and to add the following new language:

Or to the Architect of the Capitol or any employees or activities under the Architect of the Capitol, except patronage employees; and all employees, other than patronage, under the Architect of the Capitol shall be selected and appointed by the Architect of the Capitol on the basis of their fitness for their particular duties, and the so-called patronage system shall not be extended to any position under the Architect of the Capitol not now under patronage.

Mr. OVERTON. Mr. President, it seems to me that the purpose of the amendment is, first, to strike out the language "including employees under the Architect of the Capitol." Therefore, this provision on page 36 would not relate to employees under the Architect of the Capitol.

The other provision of the amendment which has just been read refers to patronage, as I understand.

Mr. LA FOLLETTE. It refers to those employees of the Architect of the Capitol who are not now under this system.

Mr. MEAD. Mr. President, if the Senator will yield to me, let me say there are four classes of employees under the Architect of the Capitol. The first class includes the regular, year-round maintenance organization employees. The second is composed of the patronage employees—117 of them. They will go under the Director of Personnel, and not under the Architect of the Capitol. The third group are the temporary or seasonal laborers and mechanics whom the Architect of the Capitol hires to do the repairs. The fourth group includes consultant architects and engineers.

Mr. OVERTON. And the Senate will have nothing at all to do with the appointment or selection of any one of those employees; is that correct?

Mr. MEAD. No; except the patronage employees. By this amendment we do not touch them.

Mr. OVERTON. But the bill does.

Mr. MEAD. Yes; the bill does. But my amendment does not change the bill in that respect.

Mr. OVERTON. I understand.

Mr. President, it seems to me that what the able Senator is doing is coming to the rescue of the Architect of the Capitol in respect to employees in certain positions.

Mr. MEAD. Yes. Congress has already set up certain specific rules for that procedure. The Civil Service Committee has covered those employees into the Civil Service System. They are under the Classification Act and they have retirement and tenure. By my amendment we wish to retain them there.

Mr. OVERTON. I thank the Senator for his explanation.

Let me say that I am not opposing the amendment. In fact, the more employees that are excepted from the provisions of the bill the better the bill will be, I think.



But I simply wished to get a clear understanding of the Senator's amendment, and I thank him very much.

Mr. MEAD. If the Senator will yield to me for a moment, let me say that there are approximately 800 annual employees, consisting principally of mechanics, engineers, laborers, charwomen, and so forth, who are under the Architect of the Capitol. They are not patronage employees. They are employed as a result of civil-service tests, and they are covered by the Classification Act and the Retirement Act. We want employees in that classification to remain under the Architect of the Capitol, and we leave the patronage employees just where the committee placed them when it reported the bill.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment of the Senator from New York.

The amendment was agreed to.

Mr. SALTONSTALL. Mr. President, I should like to ask the Senator from Wisconsin whether he has framed an amendment relating to the recessing of the Senate and House. I understand he has drawn it so as to provide for the taking of a recess at the end of July of each year. If that is so, I hope the amendment may be offered by him at this time.

Mr. LA FOLLETTE. I wonder if the Senator would be willing to allow that matter to go over until tomorrow, because I should like to have a chance to study it more thoroughly.

Mr. BARKLEY. Mr. President, will the Senator yield for a suggestion which I think he might be considering during the evening?

Mr. LA FOLLETTE. Yes.

Mr. BARKLEY. On page 35, beginning in line 21, the language reads:

(d) Subject to the provisions of subsection (e) the director shall—

(1) Prepare a plan for a modern personnel system for all employees of the Senate and House of Representatives—

And so forth. Earlier in the day the Senator stated that that language was merely to serve as a protection against the event that nothing was done with reference to the plan. If nothing happened with reference to the plan, nothing would be done. It seems to me that the language would be incomplete if left in its present form. I think the Senator would well consider an amendment on page 36, after "(including employees under the Architect of the Capitol)" to insert the words "which shall not be effective unless—"

Mr. LA FOLLETTE. Mr. President, I do not think that such an amendment is necessary even if there should be the danger which the Senator fears. I would suggest an amendment be added at the end of paragraph (f) on page 37, which reads:

(f) The Director shall report to the Congress at the earliest practicable date the results of his studies made pursuant to subsection (d) and plans and schedules prepared in connection therewith.

Mr. BARKLEY. That place in the bill would be just as appropriate as the one which I suggested. It is obvious that many Senators, in reading the provisions

which should be included as a part of the plan, have interpreted them to be substantive law so that the Director may do certain things after he has submitted his plan.

Mr. LA FOLLETTE. Mr. President, if there is no other amendment pending, I should like to try to clear this matter up right now.

On page 37, at the end of line 20, I move to insert:

No such plan or schedule shall become effective unless and until approved by the Congress by law.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. McCARRAN. Mr. President, I send forward an amendment which I have presented to the Senator from Wisconsin. I ask that the amendment be now considered.

The ACTING PRESIDENT pro tempore. The clerk will state the amendment offered by the Senator from Nevada.

The LEGISLATIVE CLERK. On page 51, after line 12, it is proposed to insert:

(d) Notwithstanding the provisions of subsections (b) and (c) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial schools shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (b) and (c) of this section.

Mr. LA FOLLETTE. Mr. President, I have no objection to the amendment. I think it is a proper one.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from Nevada.

The amendment was agreed to.

Mr. STEWART. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. STEWART. Did I understand correctly the Senator to say that the pending bill would be put over until Monday for further consideration at that time?

Mr. LA FOLLETTE. No; we expect to hold a session tomorrow.

Mr. STEWART. Would the Senator object to an amendment striking out entirely section 201 of the bill? That section provides for setting up the Office of Congressional Personnel to be under the direction of a Director of Congressional Personnel, and so forth.

Mr. LA FOLLETTE. I should be very reluctant to see that section stricken from the bill.

Mr. STEWART. It seems to be one which is subject to a great deal of controversy.

Mr. LA FOLLETTE. I realize that there is a sharp division of opinion concerning the subject. I should be very glad to consider amendments to the section. I myself have one or two which have been drawn in an effort to allay some of the apprehension which some Senators seem to share. However, on the other hand, when we are doing all

these things which will improve and benefit the situation so far as the Congress is concerned, and so far as individual members are concerned, I feel that we should also give concrete proof and evidence that we are doing all which lies within our power to make the administration of the Congress as efficient as possible, and, I may say frankly, do away with the patronage system. I contend that careful study shows, so far as the operation of the patronage system is concerned, that, with some notable exceptions, is not the way in which to obtain efficient administration of the operating departments of an organization such as the Congress of the United States.

Mr. STEWART. The Senator is anticipating me just a little. I do not object to certain features of the patronage system being eliminated. The chief objection which I have is this: The committee may not control the selection of its own staff. If we are to make it possible for one man to select the clerk of a committee, its assistants and deputy clerks, or the entire staff, we may run into considerable controversy and trouble.

Mr. LA FOLLETTE. If I thought for one moment that what the Senator has referred to could take place, inasmuch as in the last analysis, no person could be appointed unless the committee wished him to be appointed—

Mr. STEWART. No person may be appointed unless the Director General certifies to his competence, I may say.

Mr. LA FOLLETTE. That is true. It is conceivable that an impasse might eventually exist between a committee and the Director. But, may I say first of all, that the Director will be hired and fired by the majority and minority leaders of the Senate and the House of Representatives, and I do not believe they will select for that important office a person who is not familiar with personnel problems, has not had experience along that line, and is not the type of man who will cooperate.

We have already placed in the bill a section making it mandatory upon the Director to cooperate with the committee. The only thing we are seeking to do—I know this answer will not satisfy the opponents of this proposition—is to try to create a situation such as we have in the Appropriations Committee and in the Joint Committee on Internal Revenue Taxation, where the staffs have some permanency of employment, and because of their experience and tenure, as time progresses, become more valuable to their respective committees. The staffs do not move around as the chairmen of those committees are changed.

Mr. STEWART. The change to which the Senator refers does frequently occur.

Mr. LA FOLLETTE. There is a committee of which I am a member which has not had such experience. But we are trying to build on the experience which a few committees have had in connection with their career staffs. It has been conjured up this afternoon that the Director will be so drunk with his power to make certifications and recommendations, that the first thing he will do will be to say that no one connected with the



able staff of the Senate Appropriations Committee is fit to serve further the committee, and will insist on recommending their replacement. It would be the duty and obligation of the majority and minority leaders of the Senate and of the House of Representatives, in whom lies the power to appoint the Director, to remove him forthwith in the event he abused his power. But we are seeking only to bring about a condition where the staffs will have a sufficient amount of security to enable the committee, first, obtain the best available talent for the job, and secondly, to insure that the members of the staff shall remain on the job long enough to acquire a sufficient amount of experience, and become increasingly useful to the committee as time goes by.

Mr. STEWART. I appreciate the Senator's statement and the work he has done. No doubt the system which we now use with respect to the personnel of the committees should be improved. But to place control of the committee personnel, such as experts and others, beyond the power of the committee might bring about grief. Sometimes in our zeal to correct a bad situation we select a remedy which is worse than the disease itself.

Mr. LA FOLLETTE. I recognize that what the Senator has stated may occur. Certainly I want no remedy which will be worse than the disease. But when the Senator speaks of control being placed in the hands of one man, I wish to point out that the bill requires the exercise of cooperation between the Director and the committee when selecting the original personnel of the staff. Once the staff has been selected, it is entirely within the authority of the committee to dismiss any member of the staff who does not discharge satisfactorily his responsibilities to the committee.

Mr. STEWART. I was about to ask the Senator that question. As I read the bill, the control might be so remote as not to permit that.

Mr. LA FOLLETTE. No; the Supreme Court has said over and over again that the appointing power carries with it the power of removal. I have not read all the decisions, but I am perfectly willing to spell it out in the bill if it will relieve any apprehension.

Mr. STEWART. The appointing power here would be in the hands of the majority and minority leaders of each House?

Mr. LA FOLLETTE. Of the Director, but the appointments of the staffs are to be made by the committees.

Mr. STEWART. On the certification of the Director that they are competent?

Mr. LA FOLLETTE. And they can be discharged, therefore, by the committees, because they make the appointments without any consultation with him. That is what the bill actually means. I confess that I have made some study of it myself. I have also thrashed this over backwards and forwards with the Legislative Counsel an effort to be certain that we had it right.

Mr. STEWART. Frankly, I have tried harder than usual to be in the Chamber a good deal this week, but I have had so many interruptions that I have not heard

all the debate. I have been compelled to be out of the Chamber much more than any week this year, I suppose, at a time when I particularly wanted to hear this bill discussed, because I am interested in it.

I know that the Senator from Wisconsin and other Senators on the committee have been making a study of this question for a period of 2 or 3 years, and are quite expert in their knowledge concerning the provisions of the bill and the needs and requirements in connection with such reorganization as might be thought proper. But I think I possibly occupy the position a good many other Members of the Senate do, some at least with whom I have talked, that is, I must confess that I do not know much about the bill, and I have not had opportunity to hear the debate, as I have said. Of course, tomorrow will be Saturday, and possibly many have gone away over the week end, and it would be short notice for a good many of us who do not know much about the bill if there should be an effort to pass the bill tomorrow, if that is the purpose.

Mr. LA FOLLETTE. Naturally I want the bill to come to some decision. I do not think I am being unreasonable in asking that.

Mr. STEWART. It is very seldom the Senator is unreasonable.

Mr. LA FOLLETTE. As I said before the Senator came in, I sent a personal letter to each Senator, to his residence, with a copy of the report, which contains a detailed section-by-section analysis of the bill, and urged Senators to consider it. I also gave notice I would move at the first opportunity to get the measure up. I do not know what more one could do than that.

Mr. STEWART. I received the notice at my residence on Saturday, I think it was.

Mr. LA FOLLETTE. I have also tried as best I could to answer every question that has been asked here, and to do what I could to help the Senate understand what the bill provides.

While the bill is long, with many provisions in it, it relates after all, to the institution for which most of us have worked, and I do not think it is too difficult, if Senators will give it a little attention, to see what it is we are attempting to do to make the institution more efficient, and to help Senators and Members of the House. We are not seeking to do anything other than that. Our sole ambition and objective in devoting all this time to this legislation, and in now trying to get it voted up or voted down by the Senate, is to strengthen our own institution and increase its efficiency.

Mr. MITCHELL. Mr. President—

Mr. JOHNSON of Colorado. Mr. President—

The ACTING PRESIDENT pro tempore. The Senator from Washington.

Mr. LA FOLLETTE. I yield to the Senator from Colorado.

The ACTING PRESIDENT pro tempore. The Senator from Washington is recognized.

Mr. LA FOLLETTE. Mr. President—

Mr. JOHNSON of Colorado. The Senator from Wisconsin yielded to me, did he not?

Mr. LA FOLLETTE. I tried to, but I was removed from the floor before I had an opportunity to yield to the Senator from Colorado.

I wish to protest that, Mr. President. The rules of the Senate are here for the protection of the rights of individual Senators, and if they are abused, some day the rights of Senators in this Chamber may be impaired.

Mr. PEPPER. Mr. President, I wish to add my concurrence with what has been said by the Senator from Wisconsin.

The ACTING PRESIDENT pro tempore. Just one minute. The Chair had no disposition to undertake to remove the Senator from Wisconsin from the floor. The Chair understood that he had yielded. The Senator from Washington had been trying to get the floor for some time, and that was the reason—

Mr. LA FOLLETTE. I recognize—

The ACTING PRESIDENT pro tempore. One minute. Certainly if the Senator from Wisconsin wants to yield for a question, that is in order, and the Senator can yield to the Senator from Colorado for a question.

Mr. LA FOLLETTE. I had just finished a sentence, and I could hear the echo of it in the Chamber when the Senator from Colorado rose. In the interim the Chair said he recognized the Senator from Washington. If I still have the floor, I yield to the Senator from Colorado for a question.

The ACTING PRESIDENT pro tempore. Just a moment. The Chair understood the Senator had finished his speech, and if that was so, he understood that he was yielding, not for a question, but the floor. The Senator from Washington had tried three times to get the floor, and therefore the Chair was about to recognize him. It is perfectly proper for the Senator to yield to the Senator from Colorado for a question.

Mr. LA FOLLETTE. I appreciate that, and I know full well that no Senator can exercise the function of the Chair in yielding the floor to another Senator. I yield for a question.

Mr. JOHNSON of Colorado. I only want the floor for a minute. I desire to ask the Senator from Wisconsin a question. I have been trying to prepare an amendment to section 205 and one to section 201. I have not gotten the amendments framed as yet, but I wanted to ask unanimous consent to offer my amendments so that they may be printed and be on the desks of Senators at the next session of the Senate.

Mr. LA FOLLETTE. The Senator can do that at any time.

Mr. JOHNSON of Colorado. I do not know that I can do that if we recess. I thought we were going to recess right away.

Mr. LA FOLLETTE. I understand the Senator from Washington desires the floor to address the Senate, and I am sorry I have delayed him.

Mr. JOHNSON of Colorado. Mr. President, I ask unanimous consent to offer an amendment to section 205 and one to section 201, and have them printed to be on the desks of Senators tomorrow.

The ACTING PRESIDENT pro tempore. Without objection, the amendments will be received and printed, and will lie on the table.



Subsequently Mr. JOHNSON of Colorado submitted amendments intended to be proposed by him to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, which were ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

Amendments intended to be proposed by Mr. JOHNSON of Colorado to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government:

On page 37 strike out lines 6 to 10, inclusive.

On page 37, after line 25, strike out the period at the end thereof and insert a comma and the following: "or to the staff or other personnel of any committee of the Senate or House of Representatives."

On page 39, beginning with line 16, strike out down to and including "office." in line 24 and insert in lieu thereof the following:

"SEC. 205. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. Each such committee is further authorized to discharge by a majority vote of the committee any such professional staff member as it may see fit."

On page 40, beginning with line 3, strike out down to and including "office." in line 10 and insert in lieu thereof the following:

"(b) The Committee on Appropriations of each House and each subcommittee thereof is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staff on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. Such committee is further authorized to discharge by a majority vote of the committee any such professional staff member as it may see fit."

#### REPORT OF THE SPECIAL COMMITTEE TO INVESTIGATE THE NATIONAL DEFENSE PROGRAM (PT. 6 OF REPT. NO. 110)

Mr. MITCHELL. Mr. President, as chairman of the Subcommittee on Aircraft and Light Metals of the Special Senate Committee Investigating the National Defense Program, I have the privilege of presenting to the Senate today the committee report on aircraft.

The ACTING PRESIDENT pro tempore. The report will be received and printed.

Mr. MITCHELL. Mr. President, the Special Senate Committee Investigating the National Defense Program from its very inception has been concerned with problems involved in the production of military aircraft. The committee has held numerous hearings, both executive and public. It has visited and inspected aircraft manufacturing facilities, modification centers, military and naval air force depots and flying fields. It has explored all major aspects of wartime aircraft policy and production. The results of our committee investigations have been submitted to the Senate in annual reports, and in several interim reports devoted exclusively to aircraft.

The report which I now submit brings up to date the activities of the committee in this field. The purpose of the report, and the investigation which pre-

ceded it, is to examine the country's position at the end of hostilities with respect to a very important phase of our national economy, namely, the use of the air as a medium for both national defense and transportation.

The report is divided into three parts. The first part reviews briefly the record of aircraft production during the war, when the phenomenal number of 300,000 aircraft was reached, far exceeding the most optimistic estimates at the beginning of the program. An appraisal is made of the successes and failures encountered in the aircraft-production program for war purposes.

The second part of the report deals with the conversion of the aircraft industry to peacetime activities. It describes the sharp contraction experienced by the aircraft industry, which was enormously expanded during the war, and some of the measures taken by the industry for peacetime adjustment. The report points out here that the absence of a clear-cut national air policy in the face of so great and rapid a contraction has caused considerable doubt and confusion as to the course the industry should follow. Failure of the Government to set such a policy probably has resulted in substantial extra costs to the taxpayers and severe damage to the national economy.

The third part of the report deals with aeronautical research and development. It is generally agreed that development of the air, for security and commerce, is only in the pioneering stages. Continued national security and a healthy, vigorous economy require special emphasis on aeronautical research and development.

The statistical data cited in the report bear testimony to the tremendous wealth and productive power of the American economy organized for the grim and bloody battles of total war. The accomplishments represented are a tribute to the genius and flexibility of American industry, labor, and Government.

Withal, costly mistakes were made, paid for in blood and treasure. The terrific striking power generated by this amazing aircraft production represented a preponderance of physical power; it did not necessarily represent a preponderance of scientific knowledge. The brief account of German aeronautical research given in this report indicates that in some phases of aviation science, at least, the Germans had the edge on us.

Mr. President, in the furtherance of aeronautical research and development it is necessary that the Government take the initiative. The costly nature of this endeavor and the fact that it goes far beyond purely commercial applications create obligations on the part of Government which must be fulfilled with special care and diligence. The committee has reviewed these obligations of Government and has made recommendations for the improvement of scientific research and development in aviation. Upon this most vital phase of aviation depend the security of the United States and the maintenance of a vigorous aircraft industry.

In submitting this report, I do not want to leave the impression that the committee has ended work in aircraft.

Our interest in this subject will continue as long as the committee exists.

Mr. President, I hope Senators will be able to read the entire report and give this matter the attention it merits. At this time I would like to read the 10 major conclusions of the report:

1. Actual and projected improvements in aircraft and missiles threaten to dissipate our historic natural defenses. We must, as a matter of vital national defense, devote sufficient attention and effort to scientific research and development in aviation and adequate aircraft productive capacity.

2. We may be justly proud of our war record of mass production of aircraft. The 300,000 airplanes produced exceeded by a wide margin the most optimistic expectations.

3. Notwithstanding the miraculous achievement of the aircraft industry, there were costly errors and unnecessary wastes. The greatest handicaps to the development of our aerial arm in World War II were the almost complete lack of realistic preplanning by the responsible Government officials and the delay of the industry to avail itself of outside mass production facilities by subcontracting and licensing. The services also failed to investigate and clarify many of the problems of mass production.

4. Since hostilities ended, the wartime aircraft industry has made a remarkable adjustment to the severe reduction in aircraft production and has demonstrated ingenuity in converting to peacetime aircraft production and in switching to other civilian products. However, it must be borne in mind that the airplane industry has been deflated to the approximate size it was in December 1940. It would take 2 years to rebuild the industry to its productive capacity of September 1945.

5. We have not yet developed a clear and farsighted national policy in aircraft research and development. Furthermore, we have not set a policy for the level of production of military-type aircraft and the aviation productive capacity to be maintained in stand-by condition. In the opinion of the committee, this policy should have been established prior to the drastic cuts and termination of contracts on VJ-day. Then the problems of the aircraft industry in adjusting itself and in reconversion would have been easier. Moreover, the peacetime character of the industry could have been evolved more rapidly and at less cost. Here again is an instance of too little planning done too late.

6. Military procurement during peacetime should allow for the purchase of a sufficient quantity of models to conduct experimental and service tests expeditiously and to afford manufacturers an opportunity to work out problems of production engineering, planning, and tool design.

7. Our present facilities for aeronautical research and development are inadequate. The Government should encourage, by financial assistance and otherwise, the establishment of a body of qualified research and technical personnel and the acquisition of adequate scientific research and testing equipment so as to insure that the United States will maintain a position in the science of aviation second to none.

8. The National Advisory Committee for Aeronautics has made many valuable contributions to aviation during the past 30 years. However, in the last decade that agency, as well as the armed forces, has failed to exercise vigorous leadership in the field of aeronautical research and development. Furthermore, they have been slow in initiating and conducting research and development in such important phases of aviation as jet propulsion and guided missiles.



9. The National Advisory Committee for Aeronautics should be modified and expanded, in the light of our war experience. Represented in its policymaking body should be all of the principal elements of our economy interested in furthering aviation science, especially groups which give promise of assuring more aggressive leadership in scientific research and development. The committee is of the opinion that a greater voice in the affairs and policies of the National Advisory Committee for Aeronautics should be given to representatives of the various branches of the aircraft-manufacturing industry.

10. We must establish clear lines of responsibility, coordination, and relationships between the armed services and the National Advisory Committee for Aeronautics and other governmental agencies and private industry concerned with air development.

Mr. MEAD subsequently said: Mr. President, as chairman of the Special Committee To Investigate the National Defense Program, I desire to pay my compliments to the able junior Senator from the State of Washington [Mr. MITCHELL] who this afternoon submitted to the Senate the report of his subcommittee on the matter of aircraft production, development, and research. Mr. President, under the able leadership of the junior Senator from Washington and with the assistance of the senior Senator from West Virginia [Mr. KILGORE] and the junior Senator from Michigan [Mr. FERGUSON], this subcommittee held exhaustive hearings in Seattle. They visited many aircraft plants throughout the Nation. They held hearings in the city of Washington. There appeared before the subcommittee representatives of the National Advisory Committee for Aeronautics, and officers of the Army and Navy who have to do with aircraft. In my judgment, their report is a very efficient and effective one, and it deserves the serious consideration of the Senate. In my judgment it is vital for the future security of the Nation that we add emphasis, as this report does, to the aviation program. As everyone knows, in the future aviation will be more important than it ever has been in the past and it will be more effective as a weapon of warfare. We have passed from airplanes with the standard type of engine to the jet and the rocket ships. The subcommittee's report leads the way to the proper consideration of that subject.

Therefore, I desire to thank the Senator from Washington and his associates on the subcommittee for the time, the thought, the consideration, the leadership, and the direction they have given to this subject. I hope the report will stimulate interest in aviation and in the aircraft industry generally.

#### OPA CONTROLS ON MEAT

Mr. HICKENLOOPER. Mr. President, Paul Porter, Price Administrator, is quoted in this morning's New York Times, with reference to the amendment to the Price Control Act as recommended by the Banking and Currency Committee, as follows:

If the measure becomes law, effective price and rent control will end.

Sixty percent of the consumer's food bill would be affected by the Senate committee's provision for removal of price controls from meat, dairy products, poultry, and eggs on July 1.

How high meat prices would go is anybody's guess. A 40- to 50-percent rise seems probable. Even the industry concedes a 20 percent increase.

Butter, cream, milk, and cheese prices would soar. As demand shifted from meat to poultry because of higher meat prices, poultry and egg prices would join the upward procession.

Mr. President, this statement is dangerous and disturbing even though I do not believe that any of Mr. Porter's dire prophecies will happen.

What concerns me, Mr. President, is that apparently Mr. Porter is a disciple of his predecessor, Mr. Chester Bowles; that apparently he, as does Mr. Bowles, believes that if an untruth is stated often enough and loud enough the public will finally accept such statements as facts.

Apparently Mr. Porter, as does Mr. Bowles, follows the new technique by which an administrative public servant through propaganda interferes or attempts to interfere with proper legislative functions of the Congress and does this with the rankest kind of pressure tactics.

Mr. President, I am beginning to be deeply concerned about the advisability of extending the Price Control Act in any form as a result of the apparent attitude of these administrators. It seems clear to me, Mr. President, that Mr. Porter, aside from his testimony before the Senate Committee on Banking and Currency when he said on May 10 last:

I would say that we are in the business of keeping the law of supply and demand from working. There is no question about that—

Has indicated that he has no intention of ever permitting the country to return to a free economy.

Mr. President, it is a matter of common knowledge and has been proven by the OPA that an extensive and scandalous black market in meat and livestock has existed almost since the inception of price control and that the Government wartime controls which have been imposed upon the meat and slaughtering industries, over a 4-year period have been, in a large measure, responsible for the black market.

It is also a matter of common knowledge, that in spite of everything the Office of Price Administration has been able to do, the black market has continued to grow and has almost completely taken over the meat industry.

During the past 4 months numerous livestock producers, feeders, packers, distributors, and retail dealers have testified before the House Banking and Currency Committee, the House Committee on Agriculture, the Senate Committee on Agriculture and Forestry, and the Senate Committee on Banking and Currency establishing the existence of this country-wide, scandalous, and growing black market in meat.

All of the witnesses agreed, and both Agriculture Committees found, that the only way to eliminate the black market was to remove subsidies and all ceilings and controls from livestock and meat, and that if this were done, the cost of meat to consumers would be eventually reduced and the realization from livestock to producers would be increased.

If the Office of Price Administration, and especially Mr. Paul Porter, believed that the testimony given by the livestock and meat industry was not true, or that the remedy proposed—removal of controls—was not the proper one, or that, if controls were removed prices would exceed present black-market prices, he had the opportunity and it was his duty to present contrary evidence to one or all of the four congressional committees. In fact, Mr. Porter, to my knowledge, was expressly invited by the chairman of the Senate Committee on Agriculture and Forestry to present such evidence before that committee and he failed to do so.

Mr. President, it concerns me very much that a high administrative official and public servant such as Mr. Porter would fail, or refuse, to give congressional committees the benefit of any substantial contrary evidence that he might have, and on the other hand resort to the tactics that he has used.

When Mr. Porter says, "How high meat prices would go is anybody's guess. A 40 to 50 percent rise seems probable. Even the industry concedes a 20-percent increase." He deliberately makes a statement which is contrary to the evidence and seems to express a reckless opinion without any attempt to ascertain the facts.

Mr. President, the Senate Committee on Agriculture and Forestry, under the chairmanship of the distinguished Senator from Oklahoma [Mr. THOMAS], conducted an exhaustive investigation of the livestock and meat situation. On May 2 the Senator from Oklahoma filed, on behalf of the committee, its interim report. Paragraph 11 of the committee's findings reads as follows:

Removal of price controls and subsidies from livestock and meat will stimulate the marketing of livestock and the production of meat, drive the black-market operators out of business, save untold waste, safeguard the public health, and make a large supply of meat available to all at a competitive price which will be lower than consumers are now paying as a result of the black market and subsidies.

Mr. STEWART. Mr. President, will the Senator yield?

Mr. HICKENLOOPER. I yield.

Mr. STEWART. The Senator is quoting from a report filed by the chairman of the Committee on Agriculture of the Senate.

Mr. HICKENLOOPER. Yes.

Mr. STEWART. I happen to be a member of that committee, and of course have some familiarity with the report. The Senator may quote further at length from the report, but I will say that the report states that it was found that the cattle population in the United States—and the emphasis was placed on meat—was about 79 or 80 million.

Mr. HICKENLOOPER. It is in that neighborhood.

Mr. STEWART. Yes. Which is near the all-time high.

Mr. HICKENLOOPER. That to all intents and purposes is equal to the all-time high. The figures may vary just a little.

Mr. STEWART. And the report shows that there exist the worst sort of black market conditions throughout the coun-



79<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# S. 2177

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## IN THE SENATE OF THE UNITED STATES

JUNE 7 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed

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## AMENDMENTS

Intended to be proposed by Mr. JOHNSON of Colorado to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz:

1        On page 37, strike out lines 6 to 10, inclusive.

2        On page 37, after line 25, strike out the period at the  
3 end thereof and insert a comma and the following: "or to  
4 the staff or other personnel of any committee of the Senate  
5 or House of Representatives."

6        On page 39, beginning with line 16, strike out down  
7 to and including "office." in line 24 and insert in lieu thereof  
8 the following:

9        "SEC. 205. (a) Each standing committee of the Sen-  
10 ate and the House of Representatives (other than the



1 Appropriations Committees) is authorized to appoint by a  
2 majority vote of the committee four professional staff mem-  
3 bers in addition to the clerical staffs on a permanent basis  
4 without regard to political affiliations and solely on the basis  
5 of fitness to perform the duties of the office. Each such com-  
6 mittee is further authorized to discharge by a majority vote  
7 of the committee any such professional staff member as it  
8 may see fit.”

9       On page 40, beginning with line 3, strike out down to  
10 and including “office.” in line 10 and insert in lieu thereof  
11 the following:

12       “(b) The Committee on Appropriations of each House  
13 and each subcommittee thereof is authorized to appoint by  
14 a majority vote of the committee not more than four profes-  
15 sional staff members in addition to the clerical staff on a  
16 permanent basis without regard to political affiliations and  
17 solely on the basis of fitness to perform the duties of the  
18 office. Such committee is further authorized to discharge  
19 by a majority vote of the committee any such professional  
20 staff member as it may see fit.”





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## AMENDMENTS

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Intended to be proposed by Mr. Johnson of Colorado to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

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JUNE 7 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed

# S. 2177

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IN THE SENATE OF THE UNITED STATES

JUNE 7 (legislative day, MARCH 5), 1946

Ordered to lie on the table and to be printed

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## AMENDMENT

Intended to be proposed by Mr. McCLELLAN to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz: On page 26, after line 7, insert the following subtitle and new sections:

1       Joint Committee on Administrative Practices and Effi-  
2       ciency.

3       That (a) there is hereby created a joint congressional  
4       committee, to be known as the Joint Committee on Adminis-  
5       trative Practices and Efficiency (hereinafter referred to as  
6       the "committee").

7       (b) The committee shall be composed of the Members  
8       of the Senate who are members of the Senate Committee  
9       on Expenditures in the Executive Departments and the



1 Members of the House of Representatives who are members  
2 of the House Committee on Expenditures in the Executive  
3 Departments.

4 (c) No person shall continue to serve as a member  
5 of the committee after he has ceased to be a member of  
6 the Senate Committee on Expenditures in the Executive  
7 Departments or the House Committee on Expenditures in  
8 the Executive Departments, as the case may be.

9 (d) Vacancies in the committee shall not affect the  
10 power of the remaining members to execute the functions  
11 of the committee.

12 (e) The members of the committee shall serve with-  
13 out additional compensation for their services, but they shall  
14 be reimbursed for travel, subsistence, and other necessary  
15 expenses incurred by them in the performance of the duties  
16 vested in the committee, other than expenses in connection  
17 with the meetings of the committee held in the District of  
18 Columbia during such time as the Congress is in session.

19 (f) The committee shall elect a chairman and vice  
20 chairman from among its members.

21 (g) The committee shall, without regard to the civil-  
22 service laws or the Classification Act of 1923, as amended,  
23 employ and fix the compensation of such professional,  
24 clerical, and other employees as may be necessary to carry  
25 out the duties of the committee, and all of such employees

1 shall be appointed without regard to political affiliation and  
2 solely on the ground of fitness to perform the duties to  
3 which they may be assigned. Employees of the commit-  
4 tee, upon the written authority of the chairman or vice  
5 chairman, shall have the right to examine the books, docu-  
6 ments, papers, reports, or other records of any department  
7 or agency of the Government in the District of Columbia or  
8 elsewhere.

9 (h) No decision shall be made by the committee except  
10 upon a majority vote of the members representing each  
11 House, taken separately.

12 SEC. 2. (a) The committee is authorized and em-  
13 powered to conduct investigations and studies into the  
14 practices, procedures, administrative processes, and efficiency  
15 of any department or agency of the Government or any cor-  
16 poration owned by the Government or in which the Govern-  
17 ment has a financial interest. The committee shall receive  
18 and consider complaints relating to the practices, proce-  
19 dures, administrative processes, and efficiency of any such  
20 department, agency, or corporation. The committee is em-  
21 powered, upon complaint or upon its own initiative to make  
22 such investigations and studies under this subsection as in  
23 its judgment may be necessary to keep the Congress fully  
24 informed as to whether or not the laws of the United States  
25 are being properly and efficiently administered and as to



1 whether or not additional legislation is necessary and appro-  
2 priate to improve their administration. It shall be the duty  
3 of the committee to make such studies and investigations  
4 when directed by resolution of either House of Congress.

5 (b) The committee shall report to the Congress annu-  
6 ally on or before the 15th of January, and at such other  
7 times as it deems advisable, the results of its investigations  
8 and studies and may make such recommendations as it  
9 deems advisable.

10 SEC. 3. The committee, or any subcommittee thereof,  
11 shall have power to hold hearings and to sit and act any-  
12 where within or without the District of Columbia whether  
13 the Congress is in session or has adjourned or is in recess;  
14 to require by subpoena or otherwise the attendance of wit-  
15 nesses and the production of books, papers, and documents;  
16 to administer oaths; to take testimony; to have printing and  
17 binding done; and to make such expenditures as it deems  
18 advisable within the amount appropriated therefor. Sub-  
19 penas shall be issued under the signature of the chairman  
20 or vice chairman of the committee and shall be served by  
21 any person designated by them. The provisions of sections  
22 102 to 104, inclusive, of the Revised Statutes (U. S. C.,  
23 title II, secs. 192-194) shall apply in the case of any failure  
24 of any witness to comply with any subpoena or to testify when  
25 summoned under authority of this section.

1        SEC. 4. Appropriations for the expenses of the com-  
2        mittee shall be disbursed one-half by the Secretary of the  
3        Senate and one-half by the Clerk of the House of Repre-  
4        sentatives, upon vouchers signed by the chairman or the vice  
5        chairman.









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## AMENDMENT

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Intended to be proposed by Mr. McClellan to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

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JUNE 7 (legislative day, MARCH 5), 1946

Ordered to lie on the table and to be printed







# DIGEST OF CONGRESSIONAL PROCEEDINGS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 10, 1946  
For actions of June 7 and 8, 1946  
79th Cong., 2Nds. Sess. No. 10-11

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**HIGHLIGHTS:** House received conference report on agricultural appropriation bill. Senate debated congressional-reorganization bill. Senate committee reported revised price-control; to come up for debate today. Sen. Hickenlooper criticized Porter's statement opposing price-control amendments and referred to BAE study on meat prices. Rep. Murray (Wis.) criticized OPA's "floor tax" on dairy products. Rep. Wickersham introduced bills to encourage sale of wheat and corn for foreign relief. Rep. Flannagan introduced Swan Island animal-quarantine bill. Senate Appropriations Committee reported Treasury-Post Office, Interior, Navy, and 3rd urgent deficiency bills. Sen. Butler submitted amendment to price-control bill to provide additional grain bonuses.

## SENATE - June 7

1. CONGRESSIONAL REORGANIZATION. Continued debate on S. 2177, to provide for increased efficiency in the legislative branch (pp. 6560-91). Agreed to amendments by Sen. La Follette to provide for committee "watchfulness" of departments instead of "surveillance", to permit appropriation bills to be reported before the revenue and appropriating committees submit their over-all estimates, and to require the Joint Committee on the Economic Report to submit its reports by Mar. 15 so they can be considered by the revenue and appropriating committees under this bill; and an amendment by Sen. George, Ga., to require a record vote on the over-all difference between expenditures and receipts (p. 6568).
2. PRICE CONTROL. The Banking and Currency Committee reported with amendment H. R. 6042, to amend and continue the Emergency Price Control Act and the Stabilization Act (S. Rept. 1431) (p. 6587). Majority Leader Barkley said it was intended to bring up the bill today (p. 6587).  
 Received a petition from the Independent Trade Association, Hyattsville, Md., opposing continuation of OPA (p. 6559).  
 Sen. Hickenlooper, Iowa, criticized a statement by Paul Porter opposing the price-control bill and referred to a BAE study on the effects of abolition of meat-price control (pp. 6592-4).

## SENATE - June 8

3. CONGRESSIONAL REORGANIZATION. Continued debate on S. 2177 (pp. 6641-66). Agreed to the following amendments: By Sen. Barkley, to amend Sec. 208 so as to give the President flexible authority in reducing appropriations and not require such reductions by a uniform percentage (p. 6659). By Sen. La Follette, to r



require the revenue and appropriating committees to give consideration to the President's budget recommendations in estimating receipts and expenditures (p. 6644).

4. APPROPRIATIONS. The Appropriations Committee reported the following bills with amendments: Treasury-Post Office (S. Rept. 1432); 3rd urgent deficiency, H. R. 6601 (S. Rept. 1433); Navy Department, H. R. 6496 (S. Rept. 1435); and H. R. 6335, Interior Department (S. Rept. 1434) (pp. 6640, 6647).
5. PRICE CONTROL. Sen. Butler, Nebr., submitted an amendment which he intends to propose to H. R. 6042, the price-control bill, to direct this Department to pay a 30-cent bonus for 1945 corn sold before Apr. 19, 1946, a 25-cent bonus for 1945 corn sold between Apr. 18 and May 13, 1946, a 45-cent bonus for all wheat of 1945 crop sold before Apr. 3, 1946, a 45-cent bonus for 1945 wheat sold between Apr. 2 and 19, 1946, and a 15-cent bonus for 1945 wheat sold between Apr. 18 and May 13, 1946 (except under certificate plan with respect to the last two items) (pp. 6640-1).
6. CIVIL-SERVICE RETIREMENT. Received from the President a recommendation for the enactment of an amendment to Sec. 6 of the Civil Service Retirement Act, relating to medical examinations for disability retirements.
7. FORESTRY. Sen. Wiley, Wis., inserted his statement and a Wis. lumber company's letter on the necessity for price relief on hardwood plywood (pp. 6641-2).
8. RECESSED until Mon., June 10 (p. 6666).

HOUSE - June 7

9. AGRICULTURAL APPROPRIATION BILL, 1947. Received the conference report on this bill, H.R. 5605 (pp. 6632-6). For a tabular statement indicating the actions of the conference committee, see page 5 of this Digest.
10. APPROPRIATIONS. Rep. Arends, Ill., criticized the large number of appropriations for Government expenditure and suggested that the Appropriations Committees suspend business after the regular appropriations are finished (p. 6601).
1. PRICE CONTROL; DAIRY PRODUCTS. Rep. Murray, Wis., criticized OPA's regulation placing a "floor tax" on dairy products, stating that "Mr. Bowles...is ridiculously out of his field of operation" (pp. 6600-1).
2. VETERANS; LEAVE. Began debate on H.R. 4051, to provide benefits to enlisted men in lieu of accumulated leave (pp. 6601-32).
3. REPORTS. Received from the Comptroller General a report of audit of the ECIC for the period July 1, 1941, to June 30, 1942; and an RFC operations report for the period Feb. 2, 1932, to Dec. 31, 1945 (p. 6637).
4. ADJOURNED until Mon., June 10 (p. 6637).

BILLS INTRODUCED - June 7

5. GRAINS. H.R. 6708, by Rep. Wickersham, Okla., to encourage the immediate sale of wheat and corn by providing for payments by the Government to compensate for future adjustments in price. To Banking and Currency Committee. (p. 6638.)  
H.R. 6709, by Rep. Wickersham, Okla., to assure producers who sell wheat in aid of the emergency program designed to relieve distressed areas the bene-



1946, except that such bonus shall be 30 cents per bushel in the case of any such wheat which was sold to the Commodity Credit Corporation under the emergency wheat-purchase program and with respect to which the seller elected or shall elect a date later than May 12, 1946, as the date for determination of the sales price;

"(5) a bonus of 15 cents per bushel for all wheat of the 1945 crop produced by him and sold after April 18, 1946, and before May 13, 1946, except wheat which was sold to the Commodity Credit Corporation under the emergency wheat-purchase program and with respect to which the seller elected or shall elect a date later than May 12, 1946, as the date for determination of the sales price;

"(b) The appropriation of such sums as may be necessary to carry out the provisions of this act is hereby authorized."

#### EXTENSION OF EMERGENCY PRICE CONTROL AND STABILIZATION ACTS OF 1942—AMENDMENTS

Mr. MOORE submitted two amendments intended to be proposed by him to the bill (H. R. 6402) to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes, which were ordered to lie on the table and to be printed.

#### AMENDMENT OF SECOND WAR POWERS ACT OF 1942—AMENDMENTS

Mr. MOORE submitted two amendments intended to be proposed by him to the bill (H. R. 5716) to amend the Second War Powers Act, 1942, as amended, which were ordered to lie on the table and to be printed.

#### ORGANIZATION OF CONGRESS—AMENDMENTS

Mr. HILL submitted an amendment intended to be proposed by him to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, which was ordered to lie on the table and to be printed.

Mr. JOHNSON of Colorado submitted an amendment intended to be proposed by him to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, which was ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

On page 37, line 5, change the period to a semicolon and insert the following: "but no such certification shall be required with respect to incumbent employees who have been in the service of the Senate or the House of Representatives or both for a period of 10 years."

#### MESSAGE BY DR. HARRIS, CHAPLAIN OF THE SENATE, TO GROUPS OF MINISTERS (S. DOC. NO. 202)

Mr. DONNELL. Mr. President, I ask unanimous consent to have printed as a Senate document a message delivered by Dr. Frederick Brown Harris, Chaplain of the Senate, to groups of ministers, based on the Yale lectures on preaching by Dr. Paul Scherer.

The PRESIDENT pro tempore. Without objection, it is so ordered.

#### STATEMENT ON THE CASE BILL BY SENATORS BALL, BYRD, ELLENDER, HATCH, SMITH, AND TAFT

[Mr. BALL asked and obtained leave to have printed in the RECORD a statement on House bill 4908, the so-called Case bill, is-

sued by himself, and Senators BYRD, ELLENDER, HATCH, SMITH, and TAFT, which appears in the Appendix.]

#### FOR A REBIRTH OF COURAGE—EDITORIAL COMMENT ON ADDRESS BY HON. JAMES A. FARLEY

[Mr. WALSH asked and obtained leave to have printed in the RECORD an editorial entitled "For a Rebirth of Courage," published in the Springfield (Mass.) Union of May 28, 1946, commenting upon an address delivered by Hon. James A. Farley in New York City, on May 21, 1946, which appears in the Appendix.]

#### LETTER TO THE PRESIDENT FROM PHILIP MURRAY, URGING VETO OF CASE BILL

[Mr. PEPPER asked and obtained leave to have printed in the RECORD a letter addressed to the President by Philip Murray, president of the CIO, urging a veto of the Case bill, which appears in the Appendix.]

#### RUSSIAN AND AMERICAN DEFINITIONS OF A FREE PRESS—ARTICLE BY EDDY GILMORE

[Mr. PEPPER asked and obtained leave to have printed in the RECORD an article entitled "Russia and United States Pages Apart on Definition of a Free Press," written by Eddy Gilmore and published in the Washington Evening Star of June 7, 1946, which appears in the Appendix.]

#### INDUSTRY LOOKS TO EDUCATION—ADDRESS BY PAUL G. BLAZER

[Mr. STANFILL asked and obtained leave to have printed in the RECORD an address entitled "Industry Looks to Education," delivered by Mr. Paul G. Blazer at the twentieth annual meeting of the American College Public Relations Association, at Lexington, Ky., on May 8, 1946, which appears in the Appendix.]

#### EXTENSION OF OPA—LETTER FROM PAUL E. SHIPP

[Mr. STANFILL asked and obtained leave to have printed in the RECORD a letter dated May 21, 1946, addressed to him by Paul E. Shipp, president, the Bourbon Co., Lexington, Ky., with regard to the extension of the OPA, which appears in the Appendix.]

#### FOOD PLANK FOR PEACE—ESSAYS BY KENTUCKY HIGH-SCHOOL STUDENTS

[Mr. STANFILL asked and obtained leave to have printed in the RECORD two essays of the subject Food Plank For Peace, written by Kentucky high-school students, which appear in the Appendix.]

#### INAUGURAL ADDRESS BY WILLIAM H. HASTIE AS GOVERNOR OF THE VIRGIN ISLANDS

[Mr. MURDOCK asked and obtained leave to have printed in the RECORD the inaugural address by William H. Hastie as Governor of the Virgin Islands, with telegrams between Governor Hastie and former Governor Harwood, which appear in the Appendix.]

#### EMPIRE PARLIAMENTARY CONFERENCE IN BERMUDA AND TELEGRAM RESPECTING HARDWOOD PLYWOOD

Mr. WILEY. Mr. President, next week I will be absent from the Senate in order that I may attend as one of the observers in the American delegation to the Empire Parliamentary Conference, opening in Bermuda on June 10. Next week, also, the crucial OPA bill is coming up for action. I expect to return to Washington before a final vote is had on the OPA extension bill. I have a general pair with the Senator from Arkansas [Mr. FULBRIGHT].

Mr. President, I shall attend the Empire Parliamentary Conference as a member of the committee appointed by the Senate of the United States. Although I greatly regret being absent from the Senate during the next several days, I believe that the situation justifies my decision to join several of my colleagues in accepting the appointment of the Senate to attend the Conference.

I ask unanimous consent that there be printed in the RECORD the text of a statement which I am writing to the editors of Wisconsin newspapers on this matter.

Further, I ask that following this statement, there be printed in the RECORD the text of a telegram which I have just received from an important industry of my State regarding the necessity for price relief on hardwood plywood, a matter which I earnestly trust will be taken care of in the pending OPA bill.

There being no objection, the statement and the telegram were ordered to be printed in the RECORD, as follows:

#### OPEN LETTER TO EDITORS OF WISCONSIN DAILY NEWSPAPERS REGARDING MY ATTENDANCE AT THE EMPIRE PARLIAMENTARY CONFERENCE AT BERMUDA

JUNE 8, 1946.

I am addressing this open letter to the editors of our Wisconsin daily newspapers in order to submit to you certain facts regarding my participation in the American delegation which will observe the Empire Parliamentary Conference opening in Bermuda next Monday. As you know, the purpose of this Conference is to discuss matters of common interest to the Parliaments of the British Commonwealth of Nations.

I feel that it is necessary to submit to you this statement in view of the fact that—

(a) I will be temporarily absent from the Senate for a period of approximately 1 week;

(b) during this period OPA will begin to be considered; and

(c) you as newspaper editors are entitled to be fully acquainted with the reasons for my official action, in order that you might report same to the public.

It is only with extreme reluctance that I am absenting myself from the Senate even for such a meritorious purpose as attending this Conference as the representative of the Senate of the United States.

For 6½ years since the outbreak of the European war in September 1937 I have rigidly abstained from joining in any of the official trips away from Washington, which have been made by many of my colleagues, and, indeed, from leaving Senate sessions for more than a day or two at the very longest. I have felt it my obligation to remain continuously on hand as the Congress steered our land through the crises of 1939 to 1946.

#### REASONS FOR PARTICIPATION

The following facts, however, have influenced my decision to attend as an observer to this conference:

##### I. THE IMPORTANCE OF THE CONFERENCE

No one should underestimate the significance of the parliamentary contacts and exchange of ideas between the high British Empire delegates to the Conference. As is quite obvious, the democratic world is in a critical relationship with the collectivist world. From my presence on the Senate Foreign Relations Committee, I have had particular opportunity to note the nature of this world crisis in which the United States, the United Kingdom, and other democratic nations find themselves regarding the spread of world collectivism and with relation to the vast problems of reconstruction.



## II. MY PREVIOUS EFFORTS IN THE SENATE RELATING TO THE LEGISLATION WHICH IS NOW COMING UP

As you know, the major item on the Senate agenda during next week is the crucial OPA bill. However, I humbly submit that I have been active with regard to this measure during the past several months in both the Senate Chamber and in Senate committees. I have submitted innumerable suggestions to OPA for revision of its methods and policies relating to business and agriculture, and have commented on same in the Senate and in committee. Numerous letters have been written by me to OPA and to the Office of War Mobilization and Reconversion, regarding OPA policy on such subjects as cost absorption, dairy controls, meat controls, and so forth. I have written and introduced an amendment to the OPA Act, designed to—

- (a) insure reasonable and normal margins of profit to business;
- (b) insure speedy decontrols as fast as same are practicable; and
- (c) streamline OPA organization and procedure.

My position regarding changes in OPA is, therefore, well known. Moreover, the OPA debate is expected to continue well beyond the date of my return to the Senate from the conference.

In view of the two points above, I have felt it my obligation to accept the honor which has been tendered to me and to participate in the American delegation. As you may know, other delegates to the conference include Senators FERGUSON of Michigan, GREEN of Rhode Island, FULBRIGHT of Arkansas, and Representatives SMITH of Wisconsin and JOHNSON of Texas.

### IMPORTANCE OF CONFERENCE

It is my understanding that Mr. Anthony Eden will head the United Kingdom delegation at the Conference. Moreover, Mr. Wilmott, British Minister of Supply, will be there, as will Mr. Nasir, Deputy Prime Minister of New Zealand, and high representatives from Australia, the Union of South Africa, and possibly a representative of the Central Legislature of India.

The previous meeting of the Empire Parliamentary Conference was held in Ottawa, Canada, in 1943. Attending it were Senators AUSTIN and CONNALLY. American observation at the meeting was rated as of great value by the delegates and by newspaper experts and others.

Upon my return, I expect to report to the Senate and to the people of Wisconsin on my observations at the Conference.

Lastly, I am enclosing herewith a copy of Senate Concurrent Resolution 58, which authorized Congress' acceptance of the invitation to send a delegation to the Conference. Senate Concurrent Resolution 58 passed the Senate on April 1, 1946, and passed the House of Representatives on April 2, 1946.

Sincerely yours,

ALEXANDER WILEY.

MARSHFIELD, Wis., June 7, 1946.

Hon. ALEXANDER WILEY,  
Senate Office Building,  
Washington, D. C.

Unless OPA takes immediate action on hardwood plywood we are faced with complete abandonment of our plant which has operated continuously for 56 years and is the largest producer of hardwood plywood and hardwood doors in the country. We are strike bound and the union refuses to even negotiate with us until it received another wage increase to supplement the one given by us on March 15, 1946. We cannot grant such a wage increase without WLB approval if we wish to use it for price-relief application. We are selling plywood today at December 1941 prices. Our labor cost today is more than 70 percent greater and our raw-material cost more than 75 percent greater

than in 1941, it is utterly ridiculous to talk wage increases at this time without prior price relief. If OPA would face facts and treat hardwood commercial plywood as a re-conversion item which in fact it is we would automatically be permitted to recover the increases in labor and raw material we have been forced to absorb in the last 5 years. To our knowledge hardwood plywood is the only important construction item related to woodworking that has not received a substantial price increase since 1941. General attitude in industry regarding present ceilings seems to be that one must either violate or liquidate. We can assure you of strong labor-union support on acknowledging facts and treating hardwood plywood as a re-conversion item. Millwork received 22 percent increase May 6; softwood plywood has received several increases, the latest being for 20 percent on certain grades on April 1. Why must we be the orphans? Is our labor to be treated as substandard and our industry with contempt in defiance of true facts or is the OPA going to face facts? This is no time for protests to OPA, this is the time for action and we mean that we either get a straight 20 percent increase or that we get immediate recovery under the reversion formula. Be assured that the American Federation of Labor is going after this hammer and tong. Who is going to head the fight on the hill?

ROBERT BEGGS RODDIS  
LUMBER & VENEER Co.

Mr. WILEY. Mr. President, I respectfully ask permission to be absent from the Senate on the official duty to which I have been assigned by the Senate.

The PRESIDENT pro tempore. Without objection, permission is granted to the Senator from Wisconsin to be absent from the Senate on official duty.

### ORGANIZATION OF CONGRESS

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. JOHNSON of Colorado. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from Colorado will be stated.

The CHIEF CLERK. On page 37, it is proposed to strike out lines 6 to 10, inclusive.

On page 37, after line 25, it is proposed to strike out the period at the end thereof and insert a comma, and the following: "or to the staff or other personnel of any committee of the Senate or House of Representatives."

On page 39, beginning with line 16, it is proposed to strike out down to and including the word "office" in line 24, and insert in lieu thereof the following:

SEC. 205. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. Each such committee is further authorized to discharge by a majority vote of the committee any such professional staff member as it may see fit.

On page 40, beginning with line 3, it is proposed to strike out down to and including the word "office" in line 10, and insert in lieu thereof the following:

(b) The Committee on Appropriations of each House and each subcommittee thereof

is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staff on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. Such committee is further authorized to discharge by a majority vote of the committee any such professional staff member as it may see fit.

Mr. JOHNSON of Colorado. Mr. President, the amendment which the clerk has just stated appears in the CONGRESSIONAL RECORD on page 6591. I am sorry that the printed amendment is not before the Senate at this time, but for some reason or other the copy did not come from the Printing Office.

Mr. President, it seems to me that the purpose of the amendment is quite obvious from a reading thereof. I do not believe that it requires much explanation. The purpose of the amendment is to take away the power of the Director to appoint or to veto the appointment of staff members and the assistants who are assigned to committees. The amendment leaves that authority with the majority of the committee.

Senators know how the matter is handled at the present time. The chairman of the committee usually appoints the experts and other members of the staff without consulting the other members of his committee; and the members of the staff usually owe their loyalty and allegiance to the appointing officer, who is the chairman of the committee. When, for some reason or other, the chairman changes committees and goes to some other committee, the staff members whom he has appointed usually go with him, and a new staff is acquired for the committee. That is a very bad practice. I do not say that it is universal. In many instances committees retain some of their old employees who are acquainted with the work, who have grown up with it, who are familiar with the history of the committee, and have become very expert on the particular subjects handled by the committee. I am sure that that was the purpose of the special committee when it reported the bill containing the provision for giving the Director the veto power and providing for permanent tenure of office by staff members, experts, and others who help in the work of the committee.

I do not need to tell Senators anything about the importance of good service on committees. I believe that every Senator knows the great importance of the work of committees of Congress. If a bill is well handled in committee, it takes very little time on the floor of the Senate. If a bill is poorly handled in committee, if it comes to the floor of the Senate half-baked, a long time is required to iron out the provisions, and when we are through we usually have a botched job. The committee is the place to work out the terms and provisions of the bill. If the work is not well done in committee, it makes for unfortunate legislation. All Senators understand that. They understand, too, the importance of having well-equipped office forces for the committees. Our own office forces and our own secretaries have to rely, day by day, and almost hour by hour, upon the information they ob-



tain from the committees in order to answer properly the correspondence which comes to our offices. If they obtain the wrong information or if they get a brush-off, as they do in many instances, that does not make for good service, and it is immediately reflected in the handling of the mail in the office of the Senator.

Another thing which the present practice has developed is the allegiance which the appointed members of the staff feel they owe to the chairman of the committee. In many instances they do not feel that they owe any allegiance whatsoever to the committee members other than the chairman.

My amendment would cure that situation, because the staff members would be appointed by a majority vote of the committee and they would be discharged by a majority vote of the committee, and, of course, they would owe allegiance to the whole committee. We have several committee staffs in the Congress which are so outstanding that I know their services have won the approval of almost every Senator. I refer to the staffs of the Appropriations Committees of the two Houses and to the staff of the Ways and Means Committee of the House of Representatives and the staff of the Finance Committee of the Senate. A Senator who desires information with respect to appropriation bills or with respect to revenue measures can obtain full and complete and accurate information and, I may add, courteous service from the members of those staffs. I have had to go to the Appropriations Committee many times, but never yet have I failed to receive right-on-the-trigger, quick information on the point on which I was seeking it. The members of the staff seem to know exactly what I want, and they can tell it to me at once. They know what the Budget estimates are and they can give me the whole history of an appropriation bill. This is the kind of service the members of the committee and the other Members of the Senate are entitled to, and that is the kind of service which I believe the members of the committee who worked out the terms of this bill had in mind when they set up the employment arrangement as they did.

But there is a valid objection to turning over the employment of the staffs to an unknown Director. We do not know how efficient or how inefficient he might be. There is valid objection, therefore, to the provisions as set forth by the committee. It is to cure those objections that I have offered these amendments, and I hope they may be adopted by the Senate. I recommend them to the committee.

Mr. LA FOLLETTE. Mr. President, I should like to say in all good spirit that I think the committee's recommendations with regard to the functions of the director of the office of congressional personnel have been blown out of all proportion to the realities of the recommendations or even the possible power which the proposed Director would have over the selection of members of the staffs of committees. The fact is, Mr. President, that it is the duty and responsibility of any personnel officer to secure the best personnel he possibly can secure

to fill the jobs for which his office is responsible in making recommendations. That is true in every corporation which is efficiently managed. It is true in the large municipalities. It is true in the executive branch of the Federal Government. I wish to take this occasion to state very emphatically that the exaggerated statements which have been made about the power of the office which is proposed to be created by this bill have been almost absurd.

As I have stated many times in the course of the debate on this bill, the appointing power which we suggested for the selection of this person was to be composed of the leaders of the majority and minority parties of the House and the Senate. They would have had the power to appoint the Director of Personnel and they would have had the power to dismiss him. It seems to me it is soaring into the stratosphere of imaginative absurdity to assume that they would permit any man to stay in office if he proposed to do the things which some Senators have mentioned in this debate and have anticipated that the Director of Personnel would do or might do. They have pictured him as sitting in an office on Capitol Hill and refusing to recommend anyone who was satisfactory to any committees, and thereby bringing about an impasse in the situation and causing the very objectives for which this staff proposal was made to be defeated.

What we desired to secure, Mr. President, was some kind of tenure, some permanency of employment, for these professional staff persons, so long as they are faithful to the committees and render good service, because, as everyone knows, men and women become increasingly valuable as they have experience and gain knowledge in the particular legislative province of the committees to which they are assigned. As the Senator from Colorado has stated, some of the outstanding examples are the staffs of the House and Senate Appropriations Committees and the staff of the Joint Committee on Internal Revenue. I have stated over and over again, Mr. President, in connection with the consideration of revenue bills, that in my opinion, in view of the complexities which have come into the tax structure of the United States, it would be virtually impossible for the Finance Committee, at least, to handle revenue legislation without having the advantage of a trained staff which has had tenure and which has had experience and which, therefore, is in a position to render the highest type of service to the committee. Moreover, under the original proposal of this bill, the committees had the appointing power, and therefore they had the power to dismiss the individuals who were employed by them.

So I wish to say, in conclusion of this phase of my statement on these amendments, that I think there is exaggerated apprehension on the part of some Senators as to what would eventuate from the proposed plan for the selection and appointment of staffs, as is recommended in Senate bill 2177.

I wish to state further, Mr. President, that one of the very vital aspects of this

staff problem is the creation of such a situation that the staffs will not move about with the chairmen of the committees, as chairman change and become chairmen of new committees or other committees. All Senators have had some experience with that matter. Often after the chairman of a committee has served for some years he moves on to some other committee, and takes his staff with him. The new chairman brings in his own staff, perhaps from some other committee of which he has been chairman. The staff must familiarize itself and start anew with the committee which it is about to serve.

Mr. President, so far as I am concerned, I believe that the suggestion which has been made by the Senator from Colorado in these amendments will preserve in the main the objectives which the committee had in mind when making its original recommendation, especially with respect to the proposition that the members of the staff are to be appointed without regard to political affiliations, and solely on the basis of fitness to perform the duties which will devolve upon them. Moreover, they are to be appointed on a permanent basis and remain with the committee to which they have been appointed so long as they desire to remain there, and so long as they render faithful and efficient service to the satisfaction of the majority of the members of committee. Therefore, Mr. President, so far as I am concerned individually, I am prepared to accept the amendments of the Senator from Colorado, and I ask unanimous consent that they may be considered en bloc.

The PRESIDING OFFICER (Mr. HOEY in the chair). Without objection, the amendments will be considered en bloc.

The question is on agreeing to the amendments of the Senator from Colorado.

The amendments were agreed to.

Mr. LA FOLLETTE. Mr. President, yesterday we received a communication from the Acting Director of the Bureau of the Budget in response to a letter which had been written to him, and a copy of the pending measure which had been submitted to him. Some of his objections were reflected in the memorandum which the Senator from Kentucky called to my attention yesterday. I have had prepared a series of amendments which I believe go a considerable distance toward meeting the suggestions of the Acting Director of the Bureau of the Budget, and at the same time, in my opinion, do not in any way affect substantially the proposal which we have made for the adoption of the congressional budget. Therefore, I should like to offer a series of amendments to carry out the purpose to which I have referred. As the amendments are offered I shall explain their purpose. Mr. President, I send forward to the desk, and ask to have read, the first amendment of the series which I have prepared.

The PRESIDING OFFICER. The amendment offered by the Senator from Wisconsin will be stated.



The LEGISLATIVE CLERK. On page 46 of the bill it is proposed to strike out lines 14 to 20, inclusive, and renumber the succeeding sections.

Mr. LA FOLLETTE. Mr. President, the effect of this amendment would be to strike out section 209, which, in conformity with the recommendation of the joint committee, proposes to prohibit the transfer of funds from one appropriation account to another, or from one organization unit to another in the executive departments and executive agencies of the Government. The Acting Director of the Bureau of the Budget has pointed out that congressional action has been taken to grant to the President the right to make, within certain limits, certain shifts in appropriations. He has said:

The vast and complicated scheme of Federal activities simply cannot be set down with exactitude by the executive arm of the President 6 months before a new fiscal year starts. Some flexibility by the transfer route ought to be introduced in the execution of the budget as adopted, always within such limits as Congress specifies.

So far as I am concerned personally, Mr. President, I feel that, after all, that is a responsibility which the Congress must exercise in connection with making appropriations. While I believe that the purpose which the committee had in mind is commendable, it may be that the Acting Director of the Bureau of the Budget has a sound point in his contention that we should not attempt to bind in the future the appropriating committees or the Congress, but should permit them to take such action as may be proper under the circumstances without being required to repeal or set aside a mandatory prohibition with reference to the subject.

Mr. VANDENBERG. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. VANDENBERG. Are there to be any general privileges of transfer other than those which are specifically identified in each appropriation bill as it is drawn?

Mr. LA FOLLETTE. So far as my recollection goes, I do not believe there are what might be called statutory provisions—

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. I have before me a copy of the letter from Mr. Paul H. Appleby, the Acting Director of the Bureau of the Budget. In the last paragraph of the third page of the letter the Acting Director says:

If this section means the repeal of section 601 of the Economy Act of 1932, which authorizes the transfer of funds between agencies—

And so forth. So I would call attention to the possibility that section 601 of the Economy Act of 1932 does contain the authority about which the Senator from Michigan has inquired.

Mr. LA FOLLETTE. I believe there are a few agencies which, under the Economy Act of 1932, were granted such authority. But I think that the particular situation which the Director has in mind is in reference to those types of transfers between agencies or divisions of executive depart-

ments which the Appropriations Committees from time to time grant specifically under the authority contained in the appropriation act. Should section 209 as now contained in the bill be adopted, it would be necessary to repeal or suspend it in each instance. After all, we cannot bind a succeeding Congress in any event. This section was, perhaps, more in the nature of a recommendation that such practices should be reduced, because, of course, every member of the committee knew that in the event any succeeding Congress wanted to grant this power it could do so by either suspending or repealing this section of the bill.

Mr. VANDENBERG. The Senator does not mean, by withdrawing the section, that he condones in any sense the principle of transferring appropriations, does he?

Mr. LA FOLLETTE. I certainly do not, and I hope that, insofar as practicable, the authority will be granted with great caution, and only when Appropriations Committees are convinced that an exercise of the authority is necessary in the interest of efficient operation.

Mr. VANDENBERG. During peacetime it should be almost totally unnecessary.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. I have so much admiration for the work which the Senator from Wisconsin has done in connection with the study which has been carried on, and in connection with the drafting of this bill and all which accompanies it, that I would hesitate a long while before departing from him in connection with any recommendation which he now makes. I cannot help expressing my profound belief that the principle which is set forth in section 209 of the bill is basically sound. I can think of nothing which would strip from the Congress and the appropriating committees more of their control over the expenditure of funds than the practice which has grown up of permitting governmental agencies to shift funds back and forth so that no one knows, as a matter of fact, until long afterward, how much money any particular agency of the Government has had, and how much any particular agency of the Government has spent. I myself would infinitely prefer the section as it is, but if the Senator from Wisconsin feels that the amendment proposed is wise, I am perfectly ready to accept his judgment.

Mr. LA FOLLETTE. I appreciate the statement made by the Senator from Maine, and I concur in everything he has said. But when confronted with the statement of the Acting Director of the Bureau of the Budget, and, of course, constantly from the beginning having known that this Congress cannot bind another, and that the day after this measure should become law, if the Appropriations Committee wanted to take action it could do so, it seemed to me that we could accept the amendment without really altering the facts of the situation.

Mr. WHITE. Mr. President, will the Senator yield again?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. I think the practice has been engaged in the largest degree during the last few years. The Executive and various agencies have transferred funds back and forth, and no appropriating committee of Congress could know what was being done. I think there will be less of that in the years ahead, and that the problem is not so serious as I once regarded it.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. I offer another amendment.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 31, line 24, after the word "consultation," it is proposed to insert a comma and the following words:

Giving due consideration to the budget recommendations of the President.

Mr. LA FOLLETTE. Mr. President I had assumed that when the respective committees met for this purpose they would of course give consideration to the recommendations of the President, and of course I think they should take into consideration the President's recommendations in his annual budget message.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. I offer another amendment.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 46, line 1, beginning with the word "so" it is proposed to strike out through line 10 and insert in lieu thereof the following:

Report that fact to the Congress together with his recommendations for the appropriate revision of the revenue and appropriate legislation designed to prevent a deficit for the fiscal year in excess of that approved by the concurrent resolution of Congress, provided for in section 130 (b) of this act.

Mr. LA FOLLETTE. Mr. President, Senators will observe that the original proposal, and as previously amended, was that on or before December 31 "if the President is of the opinion that the aggregate amount of expenditures for such fiscal year will exceed the receipts in an amount greater than the excess specified in such resolution, the President shall so proclaim," and then proceed to make a pro rata reduction in appropriations to bring the situation back into balance. The Acting Director of the Budget emphasizes that situations might develop where if the President had that mandatory direction, there might be such a large reduction necessary and that if it were made on a flat pro rata basis it might cripple entirely the operation of certain agencies or divisions of the Government.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. I listened to Mr. Appleby's recommendation and also to the amendment offered by the able Senator, and I have just examined it. I desire to



ask the Senator whether there should not also be reserved to the President in the amendment the right to recommend an amendment of the concurrent resolution of Congress allowing for an extension or increase of the public debt. As I read the amendment, the President in such situation may recommend the appropriate revision of revenue or appropriation legislation. As I understand, that would mean that the President would be limited either to recommending that the Congress cut the appropriations or that it impose additional taxes. Congress might not wish to follow the President's recommendation. If he desired to recommend a resolution authorizing a further increase in the national debt, should we deny him the power to make that kind of recommendation to Congress, if he should see fit to do so.

Mr. LA FOLLETTE. I presume the President would not be limited in any recommendation which he might make, but I should be willing to have the Senator suggest an amendment.

Mr. PEPPER. I would suggest the words "or such other appropriation as he shall see fit to recommend to Congress."

Mr. GERRY. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. GERRY. That would be rather an inflationary amendment would it not, because it would do away with the bill coming from the Finance Committee which limits the amount of the public debt. Under this amendment all that it would be necessary to do would be to raise the limit of the public debt, and keep on spending.

Mr. LA FOLLETTE. The amendment would have no effect on that aspect of the situation.

Mr. GERRY. I may have misunderstood the amendment.

Mr. LA FOLLETTE. The amendment applies to the language beginning on page 45 and going down to line 10 on page 46. The only difference between the original provision and the amendment is that, instead of the President having to make a pro rata reduction, as originally proposed, in the expenditures in order to bring the budget which the Congress had adopted back into balance, he would report the facts to the Congress which originally had adopted the budget, and it would then, of course, be the responsibility of the Congress to act on the President's report if it desired to do so.

Mr. GERRY. That is one amendment; but if the amendment suggested by the Senator from Florida, were added to the bill, the possibility of inflation would be increased.

Mr. LA FOLLETTE. The point I made was that, as suggested in Mr. Appleby's memorandum, if the President has a mandatory injunction laid upon him to reduce all appropriations, a situation may develop, or may have developed prior to the time that he makes his finding, which would make it impracticable, from the standpoint of operating certain agencies and departments of the Government, for him to try to take enough out of their succeeding appropriations for the remainder of the fiscal year to put

the situation back in balance. Therefore, instead of making it mandatory that he should do that, this amendment proposes that he should report the facts to the Congress, which in the first place has adopted the budget and passed the resolution.

Mr. GERRY. The Senator from Rhode Island has been very busy in a subcommittee of the Committee on Appropriations during the past week, and has not had an opportunity to study the bill, but as I understand the amendment just offered, it would very greatly increase the powers recommended by the committee originally. Is that correct?

Mr. LA FOLLETTE. It would not increase anybody's powers.

Mr. GERRY. It would increase the powers of the committee to raise or lower the debt, would it not?

Mr. LA FOLLETTE. That power is in their hands now. Any time anyone wants to introduce a bill to raise or lower the debt limit he is at liberty to do so, and if the committees report out the bill and it is passed, the debt limit goes up or down. This does not have anything to do with the statutory debt limit.

Mr. GERRY. This merely expresses an intent of Congress; that is what I am driving at. The Senator has that statement in his bill, and now he is proposing to amend it to widen it.

Mr. LA FOLLETTE. I am not amending it in any way to give anybody any power over the debt limit. Let me state what will happen if this amendment shall be agreed to. If the President finds, on or before the 31st of December in any fiscal year, that the aggregate amount of expenditures for such fiscal year will exceed the receipts in an amount greater than the excess specified in the resolution which the Congress must adopt in connection with its budget, then, instead of having, without discretion, to apply a pro rata reduction to all the departments and agencies, and every item of appropriation, in order to rectify the situation, the President will report these facts to the Congress, which originally, early in the fiscal year, had adopted the budget and the resolution, and it will be up to Congress to say what they desire to do in the premises to rectify the situation.

Mr. GERRY. Has the Senator finished his statement?

Mr. LA FOLLETTE. Yes.

Mr. GERRY. Then I wish to know now why, if the Senator is so much in favor of the amendment of the Senator from Florida, he did not write it into his bill and get action of the committee on it, and why did not the committee write it into the bill?

Mr. LA FOLLETTE. I saw no harm in the amendment proposed by the Senator from Florida, because the President has the right, under the Constitution, to make any kind of a report or recommendation to the Congress at any time. The Senator from Florida merely wanted to make that statement in this amendment, and I saw no harm in it.

Mr. GERRY. I am not arguing that, but I still do not see what the advantage of the amendment is. It expresses an opinion of Congress, does it not?

Mr. LA FOLLETTE. No; it is not designed to express any opinion of the Con-

gress. It simply proposes that if a resolution is adopted by the Congress early in the fiscal year and it appears later on that the budget is going to be further out of balance than the resolution provided, then the President will report that fact to the Congress with his recommendations, so that Congress can take action as it sees fit to meet the situation, instead of making it mandatory for the President to take out of the succeeding months of the fiscal year a pro rata amount of every item, which the Director of the Bureau of the Budget feels might, in certain circumstances, result in the crippling of the activities of agencies and divisions of the departments.

Mr. GERRY. Of course, the Senator from Rhode Island realizes, as the Senator from Wisconsin does, that the President has that power, and, as I understand the amendment now, as explained by the Senator from Wisconsin, what it does is only to call the attention of the President to the fact that it looks as if the expenditures at a certain date were going to be more than the budget, and suggest what he should do about it. Naturally, if any President has proper advisers, and the Secretary of the Treasury is on his job, he is going to know that fact.

What the amendment provides, as I understand, is for Congress to start and make some guesses. My own feeling is that this is the job of the Director of the Budget. He must be watching the situation very closely, and naturally reporting to the Secretary of the Treasury, and, as the President has the power, as he sees fit, anyway, as we all know, and as I have already stated, to advise the Congress of his wishes, I do not see any necessity for this provision in the bill. It just refers to a meeting of both the Ways and Means Committee and the Finance Committee on a certain date. Is that correct?

Mr. LA FOLLETTE. The proposal is that the appropriating committees of the two Houses, and the revenue raising committees of the two Houses, should meet, and should make an estimate of the expenditures and appropriations.

Mr. GERRY. It refers to a meeting between the Committees on Appropriations and the Committees on Finance and Ways and Means, and then they are to make suggestions. That is the amendment, as I understand it.

Mr. LA FOLLETTE. If the Senator will go back to section 130 (a), on page 31, he will see what these two committees are to do.

Mr. GERRY. Will the Senator give me that reference again?

Mr. LA FOLLETTE. On page 31, line 19, section 130 (a) and following.

Mr. PEPPER. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. PEPPER. I do not wish to appear offensive to the Senator from Rhode Island or to any other Senators, and, if it is not necessary, I do not wish to press the amendment.

I am sure the Senator from Rhode Island misunderstood the import and intent of my suggestion. Under the amendment offered by the Senator from Wisconsin, in case it should appear that the appropriations made would exceed



the expenditures expected, then there would be an anticipated deficit. When a deficit came to be anticipated, then, the way the bill is now written, without the amendment offered by the Senator from Wisconsin, it would be obligatory on the President to make a horizontal cut in the appropriations authorized, with the exception of the appropriations for veterans and perhaps in one or two other respects.

The Bureau of the Budget calls attention to the fact that in its opinion that is not a desirable provision, so the Senator from Wisconsin offers an amendment to provide that in the case of such an anticipated deficit the President shall report that fact to the Congress with his recommendations. It refers, in substance, to his recommendations as to revision of revenue measures or revision or appropriations, one or the other, but the amendment of the Senator from Wisconsin leaves the President no choice except to recommend with respect to appropriations or revenues.

I merely thought and said that it might happen that a small anticipated deficit would occur along toward the end of the fiscal year when it might be too late to get any additional revenue by the enactment of a revenue measure, and the President might feel that he could not quite absorb all the anticipated deficit by a reduction in expenditures, so the President might suggest that the Congress authorize, by joint resolution, an increase in the national debt to take care of the anticipated deficit.

Congress would not have to do it. It would be up to the Congress as to whether it wanted to observe the President's recommendation that the Congress by statute increase the authorized national debt.

As has been pointed out, I think the President has a constitutional right to make any kind of recommendation to the Congress at any time, but since in the amendment we were limiting the President's power to make recommendations, I thought we should not limit it below what I thought to be his constitutional power, anyway.

If any point is to be made about the amendment, if it is to be urged that it would obligate the Congress in any way to increase the national debt instead of raising revenue or cutting down appropriations, believing, as I do, that the President has the constitutional right, anyway, as that right has been recognized by the Senator from Wisconsin, so that the suggestion may not be misunderstood and nobody made unhappy, I withdraw it.

Mr. AUSTIN. Mr. President, will the Senator from Wisconsin yield to me?

Mr. LA FOLLETTE. I yield to the Senator from Vermont.

Mr. AUSTIN. I am about to ask to be excused from attendance upon the Senate for the remainder of the afternoon, and because there may be a vote taken during my absence I desire to make a brief statement. My position with respect to the bill was taken after studying it somewhat and before I knew of the change which has already taken place in my public life. I went to the distinguished Senator from Wisconsin and told him then, before anything had

occurred with respect to me, that I favored his bill, and hoped it would be passed. I said that I believed we had arrived at a time in the progress of our Government when we must streamline some of its activities, and that such improvement in our administrative and legislative system must involve sacrifices here and there by persons. I refer for one thing to the apparent sacrifices involved in the changes of the standing committees and the abolition of special committees of the Senate.

I then told him, as I now say to you, Mr. President, that I think we ought to be willing to make the necessary sacrifices in the public interest. I would vote for the bill if I were present.

I now ask unanimous consent to be absent for the remainder of the day.

The PRESIDING OFFICER. Without objection, the request is granted.

Mr. GEORGE. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. GEORGE. As I understand the amendment which has been under discussion, the actual effect of it is that, notwithstanding an estimate of expenditures and of receipts has been made at the beginning of the year, and notwithstanding the original scheme of section 208 that if the expenditures exceed the amount which had been approved by the Congress in a concurrent resolution making provision with respect to a deficit, the President would be under no obligation whatever to reduce any appropriations.

All he would have to do would be to report that fact to the Congress, and there would be no reduction. Is that not correct?

Mr. LA FOLLETTE. He would report the facts to the Congress, which had originally adopted the budget, and it would then be up to the Congress to say what appropriations were to be reduced.

Mr. GEORGE. That will not discourage spending, let me say to the Senator from Wisconsin. It will directly encourage reckless spending right along, because there will be the assurance that, however high the appropriations may run for this, that, and the other purpose during the year, all the President has to do is to say, "I find that something is going to happen, and I am merely reporting it to you," whereas under the original scheme of this section, coupled with the budgetary or estimating provision in section 130, it would become the duty of the President to reduce certain appropriations. That looked as if it promised something. But the proposed amendment takes all that away, wipes it all out, because all the President has to do is to file a simple report with whatever recommendations he may wish to submit.

Under the provisions of section 208 the President is not required to reduce all the appropriations. He is required to reduce all appropriations "except permanent appropriations and appropriations for servicing the public debt, for veterans' pensions and benefits, and to trust funds." In other words, he is required to reduce the extraordinary appropriations which had been authorized and made during the current year in excess of the estimated expenditures for any purpose for which the Congress might appropriate

money. But it was not contemplated that the President would reduce any regular appropriations, any fund for the servicing of the public debt, any permanent appropriation—that is, for the regular establishments of government—nor appropriations for veterans' pensions and benefits or any trust funds, and so forth.

It seems to me that the amendment would certainly weaken the whole purpose of the bill insofar as it seeks to bring about any kind of balance of expenditures against receipts. It simply is an invitation to the Congress to do just as it pleases, notwithstanding the fact that it has had an estimate of expenditures and receipts in the beginning of the year, because if we do not observe or regard the recommendations made no consequence follows. Under the amendment the President would not reduce any appropriations; he would simply file his report with the Senate, which would be read at the desk, with such suggestions as he might wish to make respecting some other sources of revenue or some reduction in appropriations, which, if the Congress saw fit to make, of course, Congress could make anyway.

It seems to me the amendment weakens the whole theory of the so-called congressional budget regarding which I had rather substantial hope that it would at least exercise a very salutary influence on Congress. The theory was that appropriating and taxing committees should meet early in the year, and perhaps report: "We find that the total receipts of the Government will be X dollars, and that the total expenditures will be X dollars plus one," and then ask the Congress, through concurrent resolution to authorize the plus one expenditure. But the amendment would not require the President actually to do anything when, notwithstanding the recommendations made by the budgeting committees, appropriations have simply gone wild during a particular Congress. In spite of that the President would not have to reduce the appropriation for any agency, take not a dime out of the appropriation for any extraordinary agency of government such as OPA or other agency, or a particular commission which has been set up. All the President would have to do would be to make a report and let the Congress do as it sees fit. Every bit of the influence and power of section 130 would be wiped out by this amendment. It seems to me the amendment proposed by the Senator from Wisconsin merely weakens the original purpose and scheme of the bill.

The PRESIDING OFFICER. The question is on the amendment offered by the Senator from Wisconsin [Mr. LA FOLLETTE].

Mr. GERRY. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk called the roll, and the following Senators answered to their names:

Alken	Brooks	Capper
Andrews	Burch	Connally
Ball	Bushfield	Cordon
Barkley	Butler	Donnell
Bridges	Capehart	Downey



from the jurisdiction of the Committee on Commerce.

Mr. WHITE. Of course—

Mr. OVERTON. I do not wish to yield until I have completed my statement, and then I shall be very glad to yield to the Senator.

The Committee on Commerce has within its jurisdiction:

Registering and licensing of vessels and small boats;

Navigation and the laws relating thereto, including pilotage;

Rules and international arrangements to prevent collisions at sea;

Merchant marine officers and seamen;

Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels;

Coast and Geodetic Survey;

The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts;

The United States Coast Guard and Merchant Marine Academies;

Weather Bureau;

Inland waterways.

Certainly jurisdiction over inland waterways is very important. There are men connected with the Senate Committee on Commerce who have devoted years to the study of the problems of the inland waterways. But that and all the other subject matters mentioned are to be taken away from the Committee on Commerce and placed under the jurisdiction of a new Interstate and Foreign Commerce Committee, which, of course, has not had jurisdiction over any of these questions.

The new committee is also to have jurisdiction of fisheries and wildlife, including research, restoration, refuges, and conservation; and

Bureau of Standards, including standardization of weights and measures, and the metric system.

The Committee on Commerce has from time immemorial exercised a very important legislative function with reference to recommending to Congress legislation on these various subject matters.

While I am on the subject let me say that is not all that is going to happen to the Committee on Commerce. The Committee on Commerce has charge of bills relating to flood control and navigation. That jurisdiction is to be taken away from the Committee on Commerce, and is to be given to the new Committee on Interstate and Foreign Commerce. A glance at the list of activities of the Interstate and Foreign Commerce Committee, as contained in the report, I think will convince Senators that this one committee will be tremendously overloaded.

Furthermore, Mr. President, it is proposed to take from the Commerce Committee its jurisdiction over flood control and rivers and harbors, and transfer it to a new Committee on Public Works. The jurisdiction of the Congress in reference to navigation and flood control stems from the constitutional provision that—

Congress shall have power . . . to regulate commerce with foreign nations, and among the several States, and with the Indian tribes.

If any committee is to have jurisdiction over flood control and navigation it should be either the Commerce Committee or the Interstate Commerce Committee. But such jurisdiction is to be taken away from the Commerce Committee because that committee is to be entirely abolished and its jurisdiction over flood control and navigation is to be transferred to a Committee on Public Works, which will have charge of a great many other things relating to public works and many other items. I had better turn over to Public Works and see what this new committee is to do. I am simply giving these as illustrations of the arduous responsibilities which are thrust upon single committees in an attempt to cut down the number of committees.

Take the proposed new Committee on Public Works. What are they going to do? They will have charge of—

Flood control and the improvement of rivers and harbors;

Public works for the benefit of navigation, and bridges and dams—other than international bridges and dams;

Water power;

Oil and other pollution of navigable waters;

Public buildings and occupied or improved grounds of the United States generally. That is now under the jurisdiction of the Committee on Public Buildings and Grounds.

Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia. These last-mentioned measures are now attended to by the Committee on Public Buildings and Grounds.

Measures relating to the Capitol Building and the Senate and House Office Buildings.

That is a matter which is now handled by the Committee on Public Buildings and Grounds.

Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park. Such matters now come under the Committee on Public Buildings and Grounds.

Measures relating to the construction or maintenance of roads and post roads. That is extremely important legislation, and requires considerable thought and attention by the committee that has had charge of it heretofore, namely, the Committee on Post Offices and Post Roads.

Mind you, Mr. President, in order supposedly to expedite the business of the Senate, all these different duties that belong now to different standing committees of the Senate are in this bill taken up here and there, hither and thither, collected together, and then thrown pell-mell into the lap of one committee. It is said that it will expedite business. Mr. President, it will not expedite business; it will retard business. In all probability, a Senator who is a member of the Committee on Public Works will be unable to attend any other committee meetings, because he will have sufficient duties to keep him more than busy under the tremendous jurisdiction conferred on that one committee. If, for instance, because of my interest in flood control and navigation, I should want to

be a member of the Committee on Public Works, I would in all probability have to give up my membership on the Committee on Appropriations, because I could not attend the meetings of both committees and the various subcommittees thereof to which I would be assigned.

Consider the number of subcommittees there would have to be in such a tremendous hodgepodge of jurisdiction conferred on one committee. All these different items of legislation assigned to a committee would require subcommittees, and the subcommittees would have meetings at various and often conflicting times, and therefore subcommittees of the expanded committees would have hearings which would be in conflict with hearings conducted by other subcommittees of the committee.

There is nothing, Mr. President, to be gained. Let me say—and I so wrote to the able Senator from Wisconsin when he addressed a letter to me asking if I had any suggestion to make with reference to the pending measure—that the present committees have grown up as a result of years of experience. They represent not our wisdom alone but the collective wisdom of all those who have gone before us. Some committees after a while fall into desuetude, and ought to be abolished. Other committees have to be created to take care of new legislation which is required under changing conditions in our country. But gradually there has been evolved this system, and it is a workable system.

It is true that the Members of the Senate are overworked. They are overworked not only on account of committee hearings but also on account of the enormous increase in their mail, the greatly increased demands made upon them by their constituents, and the overwhelming increase in the number of the agencies of the Government with which they have to consult from day to day and from hour to hour. They have to present to these executive agencies and to different departments the problems of their constituents in order to undertake to have them solved. There is not way to stop that, except by abolishing most of these agencies.

Mr. President, going back to the committee work, let us take the Committee on Public Lands, for instance. A new committee with that title is being formed; or rather, it may be said it is a renovated committee. It is an expanded committee, just as practically all the other surviving committees are expanded.

The new Committee on Public Lands is going to do all the work the present committee is presently doing. In addition, it is going to take over Territories and Insular Affairs. I am sorry the Senator from Maryland [Mr. TYDINGS], the chairman of that committee, is not present. I am quite sure that if he were he would state that the work of the committee requires a great deal of thought and attention on the part of the chairman and the members of the committee.

The new committee is also going to take over all the duties of the present Committee on Irrigation and Reclamation, which is a committee which has been growing in importance. We have



had under study the reclamation of the West, the great Missouri Basin, the Columbia Basin, and the basins of other streams which flow through the West. We are undertaking to develop vast areas by processes of irrigation and reclamation. Tremendous problems are presented to us for consideration. The committee has to meet and pass upon those problems, and they will constantly be growing in importance. Yet with one sweeping gesture the Committee on Irrigation and Reclamation is to be thrown into the discard, and all its functions are to be turned over to the overloaded Committee on Public Lands. Where is the saving in time, where is the increase in efficiency on the part of the committee members, in such a disposition of our legislative agenda to committee work?

Then we come to the Committee on Mines and Mining. All the work done by that committee is to be turned over to the Committee on Public Lands.

Mr. President, may I ask for a quorum without losing my right to the floor? There are only a few Senators on the floor, and I ask unanimous consent that I may suggest the absence of a quorum without losing my right to the floor.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and the clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Andrews	Hill	Murdock
Barkley	Hoey	O'Daniel
Bridges	Johnson, Colo.	Overton
Burch	Johnston, S. C.	Pepper
Capper	Knowland	Stanfill
Connally	La Follette	Thomas, Okla.
Donnell	McCarran	Thomas, Utah
Downey	McClellan	Vandenberg
Ferguson	McKellar	Walsh
George	McMahon	White
Guffey	Maybank	Wiley
Hayden	Millikin	Wilson

The PRESIDING OFFICER. Thirty-six Senators having answered to their names, a quorum is not present. The clerk will call the names of absent Senators.

The Chief Clerk called the names of the absent Senators, and Mr. BALL, Mr. CORDON, Mr. FULBRIGHT, Mr. GREEN, Mr. RUSSELL and Mr. WHERRY answered to their names when called.

The PRESIDENT pro tempore. Forty-two Senators have answered to their names. There is not a quorum present.

Mr. LA FOLLETTE. I move that the Sergeant at Arms be directed to request the attendance of absent Senators.

The motion was agreed to.

The PRESIDENT pro tempore. The Sergeant at Arms will execute the order of the Senate.

After a little delay, Mr. STEWART, Mr. AIKEN, Mr. HUFFMAN, Mr. BUTLER, Mr. MOORE, Mr. GURNEY, and Mr. SALTONSTALL entered the Chamber and answered to their names.

The PRESIDENT pro tempore. Forty-nine Senators having answered to their names, a quorum is present.

Mr. OVERTON. Mr. President, at the time the absence of a quorum was suggested I was speaking about the volume of work to be done by the new committees proposed to be established. I was

taking them at random from the report of the special committee which has reported the bill. Whatever I have to say is not being said in criticism of any member of that committee, or of the Senator from Wisconsin [Mr. LA FOLLETTE], for whom I entertain the very highest regard. I believe that no Senator is more assiduous and conscientious in the performance of his work than is the Senator from Wisconsin. My only objection is that at times he becomes too enthusiastic over an idea and permits it to run away with him. He has been assigned a very responsible task in connection with this bill. He went at it with his usual vigor and enthusiasm until, I believe, instead of bringing forth a bill which would remedy the evils complained of, he has brought before us a bill which would rather increase them. I say that with all due regard to the Senator from Wisconsin. In my view it is a situation which in all probability ought to have been let alone to start with.

Selecting the proposed new committees at random, I was discussing the Committee on Public Lands. There would be assigned to it the work now performed by many of the present committees. There would be assigned to it all the work of the Committee on Public Lands and Surveys; all the work of the Committee on Territories and Insular Affairs; all the work of the Committee on Irrigation and Reclamation; all the work of the Committee on Mines and Mining—

Mr. GUFFEY. Mr. President, will the Senator yield?

Mr. OVERTON. I yield.

Mr. GUFFEY. As chairman of the Committees on Mines and Mining, let me say that that arrangement has my most hearty approval. I am a member of five committees.

Mr. OVERTON. I am very happy to know that. I do not know where the able Senator from Pennsylvania is going to land in the event he is reelected.

Mr. GUFFEY. That is a foregone conclusion.

Mr. OVERTON. But in the event of his return, and if this plan goes into effect, I do not know on what committee he will land.

Mr. GUFFEY. I shall be on only one committee, if this plan goes into effect. I hope I can be on the Committee on Labor and Public Welfare, because by serving on that committee I can do the people of my State some good.

Mr. OVERTON. Think of it, Mr. President! All the vast knowledge which the Senator from Pennsylvania has accumulated in his service on the Committee on Mines and Mining and which he can bring to bear on the work of that committee—and the Senator has been very able and assiduous in the performance of his tasks on the committee—will be lost, and the work will go into other hands. Some other Senator, who otherwise may be just as able and just as experienced as the able Senator from Pennsylvania, will have to take over that work. Then he will have to learn the subject matter and he will have to be educated in it, just as the Senator from Pennsylvania has been as he has progressed with the work of that committee, of which he has been a very efficient chairman.

Mr. GUFFEY. Mr. President, that committee is a joke, and as chairman of it, I say that knowingly. It is almost similar to the Committee on Manufactures. I have been on that committee for 12 years, and it has never had a meeting.

Mr. OVERTON. That is the committee which reported the bill dealing with the coal mines; is it not?

Mr. GUFFEY. No; the Committee on Mines and Mining reported that bill. The Committee on Manufactures did not.

Mr. OVERTON. I was referring to the Committee on Mines and Mining. Perhaps, however, I was unfortunate in the selection of the committee of which the Senator from Pennsylvania is chairman, for the purpose of this discussion.

But let us consider the Committee on Indian Affairs. We always have had a separate Committee on Indian Affairs, and we should have. The Indians are the wards of the Nation, and they require particular treatment. There should be a standing committee devoted entirely to matters relating to Indian affairs. That committee is under the chairmanship of the able Senator from Wyoming [Mr. O'MAHONEY]. That committee and the chairmanship of it are to be entirely done away with, according to the plan proposed by the pending measure, and all matters relating to Indian affairs will go to the Committee on Public Lands, with a new chairman, probably not the Senator from Wyoming, and with new committee members. They will have to begin anew the study of Indian affairs. That will not be an easy task.

Mr. President, can anyone, within reason, tell me—and I challenge anyone to make the statement—that we shall obtain efficiency by assigning to one committee all the duties of the present various committees? In what way would that increase efficiency?

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. OVERTON. I yield.

Mr. PEPPER. Is not this an answer to the Senator's question: Under the proposed set-up there will be 15 committees, as I understand the matter has now been arranged, for the entire Senate. No Senator will be a member of more than two committees, except with respect to the Committee on Expenditures in Executive Departments and the Committee on the District of Columbia, I believe. Would not such an arrangement avoid the embarrassing experience which we so often have when we find that two or three committees on which we serve are to meet at the same time?

Mr. OVERTON. Mr. President, I answered that argument an hour ago in the debate.

Mr. PEPPER. I am sorry that I missed it.

Mr. OVERTON. I pointed out—and the Senator from Florida is bound to agree with me—that the conflict in respect to the meetings of committees does not arise in regard to the meetings of full committees, but in the case of subcommittee hearings and meetings. That is where the conflict arises.

For instance, I have referred to the Committee on Public Lands. When the proposed Committee on Public Lands has



assigned to it all the work which now is being done by the Committee on Public Lands and Surveys, the Committee on Mines and Mining, the Committee on Territories and Insular Affairs, the Committee on Irrigation and Reclamation, and the Committee on Indian Affairs, it will have to have a large number of subcommittees to handle the work. That situation cannot be escaped. The conflict will arise in connection with the hearings and meetings of the subcommittees.

We have an illustration of that problem in the present Appropriations Committee. I am a member of four subcommittees of the Appropriations Committee. Very often two subcommittees to which I belong meet at the same time, and as a result I am forced to miss one of the meetings. Sometimes as many as three of the subcommittees to which I am assigned meet at the same time. In short, the conflicts do not arise because of the meetings of the full committees, for, as the Senator from Florida knows, days and weeks are spent in hearings on bills before a subcommittee, and when the subcommittee reports to the full committee the full committee acts upon the report sometimes within an hour or sometimes after 2 hours of discussion. In other words, the work is done, not by the full committees but by the subcommittees.

If we create a committee such as the proposed Committee on Public Lands—and I have already mentioned others—and simply throw into the lap of that one committee the work which now is being performed by various of the present standing committees, we shall have a multiplicity of subcommittees serving under that one committee.

Mr. PEPPER. Mr. President, will the Senator yield for a further question?

Mr. OVERTON. I yield.

Mr. PEPPER. Would not the Senator think, however, that it would still be an advantage to have the number of standing committees reduced, because under the present system two or three committees may meet at the same time, and no authority exists in the set-up in the Senate to reconcile or adjust the times of the meetings of those committees and to have one committee meet at one time and another committee meet at another time and another committee meet at another time so as to avoid conflict?

In the case of the subcommittees which the able Senator from Louisiana is imagining, all of them would exercise their authority under a single chairman and under a single committee, so that the chairman or the committee could require that the chairmen of the subcommittees order or arrange the times of the meetings of their subcommittees in such a way as to avoid conflict in respect to the various meetings. That would be a distinct advantage which would arise as the result of the enactment of the bill, and it would be an advantage which does not exist at the present time.

Mr. OVERTON. It simply cannot be done in the case of subcommittees. For instance, let us consider the Committee on Commerce, of which both the Senator from Florida and I are members. That committee may have before it a very im-

portant bill on merchant marine, a very important bill on rivers and harbors, a very important bill on flood control, and a very important bill with respect to census or enumeration matters, and so on down the line, and there will be considerable pressure to have the committee submit reports on all those measures. The subcommittees do the work on the bills, of course. We cannot say that one subcommittee will work for 3 weeks on one bill and will submit a report on it, and then the next subcommittee will consider another of the bills for a considerable length of time and then will submit a report on it, and then another subcommittee will take up another one of the bills and will proceed with its consideration and will finally submit a report on it. We cannot handle such matters in that way. The subcommittees must work simultaneously. No one knows that better than does the present occupant of the chair, the distinguished senior Senator from Tennessee [Mr. McKellar]. He is the very able chairman of the Appropriations Committee. He knows that the subcommittees have to be working simultaneously when the appropriation bills come before the committee, and he knows that members of the various subcommittees are unable to attend meetings of all the subcommittees to which they are assigned. They have to make a selection.

So far as fixing the time for the meetings of the full committees is concerned, if that is the desire, that can be done by mere Senate resolution, and by that means it will be possible to prescribe whatever times Senators may wish to assign for the meetings of the full committees. They can be assigned to meet on some designated week day or on the basis of some arrangement that will avoid any conflict and will give one day to one committee and another day to another committee, and so forth.

Mr. PEPPER. Mr. President, will the Senator further yield,

Mr. OVERTON. I yield.

Mr. PEPPER. That is what I was about to suggest.

Mr. OVERTON. It can be done by a simple rule. It is not necessary to pass a law in order to do it.

Mr. PEPPER. I am sure that the Senator from Louisiana, with his customary fairness, will admit that it would be vastly easier for a single committee or a single committee chairman to organize the subcommittees so that there would be no conflict among them than it would be for the Senate to do so by a Senate resolution.

Mr. OVERTON. The difficulty with the pending bill is that it will result in so many subcommittees of each one of these large committees that it will be impossible for any chairman to regulate them in such a way that no conflict will take place between the subcommittees of the committee. That is the point which I make.

Let us take, for example, the proposed new Committee on Public Works. Of what will that committee have charge? It is to have charge of flood control and improvements of rivers and harbors. As the Senator well knows, at present those matters come within the jurisdiction of

the Committee on Commerce. The Committee on Public Works will have charge of all public works which may be carried on for the benefit of navigation, such as the construction of dams, channel rectifications, and all matters of that nature, including the remaining multitudinous problems which now come under the jurisdiction of the Committee on Commerce. All that work would be done by this great new Committee on Public Works. There is also the matter of creating hydroelectric energy, a subject to which the Committee on Commerce has devoted a great deal of study.

I am sorry that the Senator from Florida must absent himself from the Chamber.

Mr. PEPPER. I am sorry. I have received a long-distance telephone call from my State which I am compelled to answer.

Mr. OVERTON. I am not criticizing the Senator. I merely state that I am sorry that he must absent himself from the Chamber.

Mr. President, inasmuch as the Senator from Florida is the one who propounded some questions concerning the subject which I have been discussing, and must leave the Chamber, I shall pass to another proposed committee.

Here is one with a beautiful name—the Committee on Labor and Public Welfare. That will be a new committee. Over what will it have jurisdiction? It will have jurisdiction over all the work of the present Senate Committee on Education and Labor. It will have jurisdiction over convict labor and the entry into interstate commerce of goods made by convicts. It will take over all matters pertaining to immigration. It will take over the school-lunch programs. It will take over vocational rehabilitation. It will take over national social security. It will take over railroad labor and railroad retirement and unemployment, subjects which are now handled by the Committee on Interstate Commerce. It will take over jurisdiction of the Columbia Institution for the Deaf, Dumb, and Blind, Howard University, Freedmen's Hospital, and St. Elizabeths Hospital. It will take over the welfare of miners.

Mr. President, I believe that one of the most serious objections to the pending bill and its proposals lies in the fact that the bill would separate from their present assignments Senators who have become specialists in certain fields of legislation. The bill would take those Senators away from their moorings which have been established through years of service. Those Senators have had opportunities to consider all the problems which have been assigned to their committees, and have developed a high degree of proficiency in considering effectively any legislation which may be assigned to them. The bill would take those duties and responsibilities away from those Senators and place them with committees to be composed of different Senators and different personnel. Therefore, the members of the new committees would be called upon to consider subject matters which perhaps they had never before been called upon to consider in committee. That situation would be asso-



ciated with this entire program of renovation of our committee work.

Mr. President, let me mention briefly some of the committees. The Committee on Interstate and Foreign Commerce would take jurisdiction over all interstate commerce generally, as well as all matters pertaining to interoceanic canals. The Committee on Public Lands would have jurisdiction over public lands generally, including entry, easements, and grazing thereon; irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects; measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds, and it would have jurisdiction over other important matters as well.

Mr. President, I know that some of the present standing committees do not perform very much work. I happen to be chairman of the Committee on Manufactures. That committee should be abolished. However, in order to abolish it, it is not necessary to enact a law. It is not necessary to introduce a bill which would change committee memberships and shift responsibilities from Senators who have studied certain matters to other Senators who have not had an opportunity to familiarize themselves with the nature of many important items of legislation which may be referred to them. The Senator from Florida mentioned one of the problems which we should consider. He said that it will be necessary for the chairman of a committee to prepare a schedule for subcommittee hearings and subcommittee considerations of bills so that no subcommittee of the many subcommittees under his jurisdiction will conflict with any other subcommittee.

The chairman should have a general knowledge of each bill. I believe that to be the duty of the chairman of each committee. For example, I am more familiar with the work of the Committee on Commerce than I am, perhaps, with that of any other committee. Our present extremely able chairman the senior Senator from North Carolina [Mr. BAILEY], who, I regret, is at the present time unavoidably detained from the Senate, and has been for several months because of illness, familiarizes himself with every problem which comes before the Committee on Commerce, and has a fair understanding of each measure pending before that committee. However, the chairman who would be in charge of one of these large committees which it is proposed to establish, would not have sufficient time to attend to all the duties which would inevitably devolve upon him.

Mr. President, it is not by piling work on one chairman that we can expedite the business of the Senate. On the contrary, if anything is to be done, perhaps additional committee should be created. I am perfectly willing to admit that some of our present standing committees have very little work to perform and should be abolished.

I mentioned one. I do not feel any hesitancy in mentioning it, because I am chairman. I refer to the Committee on

Manufactures, which ought to be abolished. Some committees at times become very important, and there are other times when they subside in importance. There was a time when the Committee on Manufactures was headed by the able Senator from Wisconsin [Mr. LA FOLLETTE], and it had plenty of legislation to consider when he was chairman. His very able and esteemed father was also chairman of the Committee on Manufactures, and had plenty of work to do in that committee in his day. But gradually the referring of bills to the Committee on Manufactures ceased, so that scarcely any work at all is done by that committee. In fact, since I have been chairman there has never been a bill referred to the Committee on Manufactures. Such committees as that could be abolished, and perhaps there are other committees which should be created.

The point is that we will not expedite committee work by the creation of huge committees, and by uprooting committeemen who are steeped in certain legislation, and transferring them to other committees where they would have to consider legislation with which they had not the intense familiarity which committeemen of long standing on a committee have. So much for the committee work.

Mr. President, there are some other matters to which I wish to allude, and I have to hurry through, because I must attend a meeting of the Committee on Appropriations, which is meeting now, or will be shortly, to consider the appropriation bill for the Department of the Interior.

The pending bill not only increases the burden on the chairman of a committee but makes the work of every member of the committee more arduous, because it assigns to him bills on subjects of legislation with which he has not coped. However, it goes further than that. It undertakes to add to the burdens of different committees. I shall give an example.

On pages 30 and 31, section 128, under the title of "Legislative Oversight By Standing Committees," the bill declares:

To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous surveillance of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee.

Mr. President, think of the added responsibility and think of the added duties imposed on the proposed new committees. They are not merely to formulate and recommend legislation, but after a law has been enacted it will become the duty of each standing committee and its members to follow up the law and to see how it is being executed, to exercise, in the language of the bill, "continuous surveillance of the execution \* \* \* of any laws." By whom? By the manifold administrative agencies of the executive department of our government.

This provision continues:

And, for that purpose, shall study all pertinent reports and data submitted to the

Congress by the agencies in the executive branch of the Government.

So all these agencies will come with a huge bundle and volumes of reports and lay them in the laps of the committees, and they are to take them, digest them, study them, labor over them.

Mr. President, that is not all. On pages 31 and 32, in addition to all the other work that is imposed on the Committee on Finance and the Committee on Appropriations, we find the following provision:

The Committee on Finance and the Committee on Appropriations of the Senate are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation report to their respective Houses the estimated over-all Federal receipts and expenditures for the ensuing fiscal year. Such report shall be made within 60 days after the opening of the session or by April 15, whichever first occurs.

I have no doubt that is quite valuable work. It is being done, however, by other agencies of the Government rather than by the Committee on Finance and the Committee on Appropriations. They will have to spend the first 60 days each session in undertaking to make a study of all the expenditures of our Federal Government for the ensuing fiscal year, which is a monumental task in itself.

On pages 33 and 34 of the bill is a provision with reference to the Committee on Appropriations:

The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued.

Mr. President, that is a special study. Of course it is a meritorious study. But Heaven knows the Committee on Appropriations today is overworked. It has not time to prepare the appropriation bills and also to make the thorough study that is contemplated by this provision in the bill. But it is mandatory upon the Committee on Appropriations; it will have to do it.

Mr. President, that is not all. Here is something else of which the Appropriations Committees have to make a study:

The disposition of funds resulting from the sale of Government property.

Has anyone been able to determine what has been done or is being done with the surplus property? Those in authority over the surplus property—and there are different agencies—come before our committees, and, when questioned, undertake to explain what is being done with surplus property, and we can get no satisfactory answer.

The provision is that they must make a study of—

And (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

So these committees, the Committee on Finance and the Committee on Appropriations, already overburdened, will



have these superadded duties imposed upon them under the mandatory provisions of the bill.

The next objection I have to the bill is one which has been commented upon by several Senators, including the present occupant of the chair, the President pro tempore of the Senate. It relates to the portion of the bill with respect to the Personnel Director. During my necessary absence from the Senate that provision has been modified, I understand, and possibly I may from time to time have to call on the counsel of the able Senator having the bill in charge as to what is still in the provision with reference to the Personnel Director.

On page 35, section 201, which opens the subject matter of the Personnel Director, it is declared that he shall be appointed by the majority and minority leaders of the Senate and the House of Representatives acting jointly. I interpret that to mean that there must be a unanimous agreement by all four before any one is selected. It is not by majority vote, but it requires unanimous agreement of all four leaders. Is that correct?

Mr. LA FOLLETTE. Yes; that is the way the bill stands.

Mr. OVERTON. Has that been altered?

Mr. LA FOLLETTE. No; that has not been changed.

Mr. OVERTON. If there is no unanimity of agreement in the selection of a Personnel Director, then of course all the provisions of the bill with reference to the responsible duties that devolve upon the Personnel Director will remain in abeyance until there shall be an agreement, because in case of a disagreement there is no provision for any appeal. There has to be the unanimous consent of all four leaders. It may be said that such very able and distinguished Members of the House and Senate as constitute the majority and minority leadership would not disagree. But I have found that they disagree on a great many things from time to time, and I cannot look forward with eager expectation to an always unanimous decision on a matter of such vital concern as the selection of a Personnel Director, armed as he is with the tremendous powers which are vested in him under the provisions of the bill.

The Personnel Director, however, is selected sooner or later. Then he shall prepare a plan. The bill provides:

Subject to the provisions of subsection (e)—

Subsection (e) deals with the report of the plan to the Congress. I do not know whether that provision has been modified.

Mr. LA FOLLETTE. If the Senator will yield, it was modified to this extent: That paragraph (2) on page 37 was stricken out by the Johnson amendment, and then the exception which I handed the Senator in typewritten form, which is on the desk before him, was inserted in the exception provision at the bottom of page 37, line 25.

Mr. OVERTON. Very well.

Subject to the provisions of subsection (e) the Director shall—

(1) Prepare a plan for a modern personnel system for all employees of the Senate and House of Representatives covering—

Covering what?—

covering qualification standards, job classifications, tenure of employment, pay schedules, rules for promotions and pay increases, leave, retirement, and other matters pertaining thereto.

So, all those rather important matters, which, in one form or another we as Members of the National Legislature have had under our control, pass in effect out of our control and, instead of the elected representatives of the people determining what is best for the people and for the legislative body of which they are a constituent part, and for the taxpayers of the country, these matters are to be turned over to an unknown and a supposed superexpert who has never been elected by the people, who is to be selected by four men, and who is to have jurisdiction over all these important matters.

Mr. President, I see no necessity for that. We are getting along all right.

The language is: "Covering qualification standards, job classifications," and so forth. There is talk about the little patronage which Senators enjoy here on the Hill, as though it were something very wrong, as though it were a very much abused privilege. I can speak for myself personally, Mr. President. I have under the patronage system some employees whom I am unwilling to see removed from their positions by the proposed Director General. I have one who is an older man, I shall not mention his name, but he was formerly on the police force of the District of Columbia, a very efficient, very fine, very gentlemanly officer. Some Senators may have observed him. He is at the old Vice Presidential entrance to the Senate Office Building for the greater portion of his time. I do not believe there could have been selected a better police officer on Capitol Hill than that gentleman.

I have on the elevator that carries Senators from the subway to the floor, the elevator which is for the exclusive use of the Senators, a boy, a veteran of the Marine Corps, who served his country gallantly for 2 years. He is not a Louisianian. He comes from the District of Columbia. He wanted this job. He came back from the service and married. Yesterday he was blessed with the birth of a son. I do not want any personnel director to take that young man from off that elevator where I put him. Senators may say, "He will not do so." I do not want to give anybody the power to do it.

I have at one of the Capitol doors a young man who has been here for years. He has gone up from one grade to the other. He is trained in the service. He knows how to meet the public. He knows how to handle the public. I do not want any personnel director to come to me and say "I do not regard this man as properly qualified according to the certain standards and qualifications I am going to prescribe. So off with him. His services are no longer needed."

Furthermore, the Personnel Director goes into everything; the pay schedules, rules for promotion and pay increases,

leave, retirement, and other matters pertaining thereto. Are we not capable of acting upon those things? Do we have to have a Personnel Director to tell us what to do with reference to those things? Are we to divest ourselves of all authority? When I say "all authority," I do not mean it literally, because I know the Senator from Wisconsin would say, "They are recommendations, and when the plan is submitted the Senate can kill it or amend it." But why give this man all that authority unless he is to be backed up when he submits the plan? The time to stop him is before he is given the authority to make such a plan.

Moreover the Personnel Director would proceed to—

(2) make a complete study of overlapping and duplicating services within the legislative establishment and prepare a plan for the establishment under efficient management of (A) the disbursing and auditing offices (including provision for standardization of committee travel and per diem allowances); (B) the document rooms; (C) the mailing rooms; (D) the post offices; and (E) service facilities for all the Capitol buildings and grounds, including police, janitors, and guides.

The present occupant of the chair, the able Senator from Tennessee [Mr. McKellar] commented at length upon that provision. I do not think I can add to what he had to say. I wish to hurry along.

I am coming now to what I consider to be a very vital matter, because it is very far reaching, and I should like to know whether there has been any modification of it. I refer to the provision on page 37, which reads as follows:

No person shall be appointed to any office or position under the Senate or the House of Representatives except upon certification by the Director that such person is qualified for such office or position.

Mr. LA FOLLETTE. There has been no change in the requirement that it should be included in the plan recommended. The next paragraph was deleted by the adoption of the Johnson amendment.

Mr. OVERTON. I understand that. The provision I read is all-embracing.

No person shall be appointed to any office or position under the Senate.

I am leaving out the House of Representatives for the time being. The House will take care of their own problem:

No person shall be appointed to any office or position under the Senate \* \* \* except upon certification by the Director that such person is qualified for such office or position.

Does that apply to the clerks of the Senate?

Mr. LA FOLLETTE. It does not apply, if the Senator will read the exceptions in (g) at the bottom of page 37, "to elected officers of the Senate or the House of Representatives," and that subsection has been also amended to include the persons employed by the majority and minority conferences.

Mr. OVERTON. Does that exempt the entire staff that sits at the desk in front of the President pro tempore?



Mr. LA FOLLETTE. No; it does not. It only exempts those who are elected by the Senate or the House of Representatives, as the case may be.

Mr. OVERTON. Those who sit at the desk in front of us are in reality clerks.

Mr. LA FOLLETTE. The Secretary of the Senate and other elected officers are exempted.

Mr. OVERTON. Yes; but I am talking now about the Parliamentarian, the journal clerk, the Chief Clerk, and the legislative clerk. Do they come within the jurisdiction of the Director of Congressional Personnel under this provision, or are they exempted from it?

Mr. LA FOLLETTE. They are not exempted from it, because they are not elected by the House or the Senate.

Mr. OVERTON. Exactly. I hope these employees, to whom I shall refer, will pardon me for making a direct reference to them, but here we have a concrete illustration of the effect of this provision. Here are men who have been serving the Senate for years. They are certainly competent men. They are not only competent, they are wonderfully efficient. Why put it in the power of a director or anyone else except the Senate of the United States itself to have these men removed? Why do we have to go to some unknown person in the future and say to him, "Will you please retain our Journal clerk?"

We would go to him with hat in hand. Suppose I were interested in the Journal clerk and wished to have him retained. Suppose all Senators wished to have him retained. We would go to the Director of Personnel on bended knee, and he might say "No." The Senator from Wisconsin and other Senators may say that that is not going to happen. If it is not going to happen, why give him the power to do it? It is proposed to give him the power because it is expected that the day will come when he may wish to exercise that power. That will not do. The people of the United States will not be satisfied with such a reorganization of the legislative branch of the Commonwealth.

We ourselves have the responsibility. If we have a bad Journal clerk, or a bad Parliamentarian—and we have the most competent ones—I want the responsibility to rest where it belongs, and that is on the United States Senate. I do not wish to shift the responsibility which I have taken upon myself as a Member of this great body and pass it on to some person to be selected in the future by four men, estimable though they may be, or selected by the whole Senate or by the Congress of the United States, or by any other body, or by anyone else.

Who is to rule this Government? Are we to be under the dictatorship of a director, or is this Government to be ruled as the people contemplated it should be ruled, as the Constitution provides it shall be ruled, as the founding fathers contemplated it should be ruled, by the elected Representatives of the people in the House and in the Senate?

The entire provision in reference to the Personnel Director should be eliminated. Amendments which nibble a little here and a little there detract somewhat from his power in one place, and leave in in-

tact in other places. They will not help. In the language of Hamlet, "Oh, reform it altogether." That is what ought to happen to this bill. There is bound to be a difference of opinion in the Senate. With all due respect to those who reported the bill, I say that it is glaring with difficulties, inefficiencies, and inadequacies. It is a bill which is not necessary. The system under which we are working legislatively has grown up through the years. It represents not only the wisdom of the Senator from Pennsylvania [Mr. GUFFEY], the Senator from Arkansas [Mr. FULBRIGHT], and the Senator from Wisconsin [Mr. LA FOLLETTE], but it represents the collective wisdom of countless hundreds of Senators who have preceded us in the work of the Senate.

The same thing is true with respect to the House. Experience has shown that this is the best way to operate. It is unthinkable to have that system suddenly changed. The system has grown up slowly, by precedent after precedent in this great deliberative body. Why it should be overthrown and a brand new regime and regimentation of the Senate substituted is beyond my comprehension.

No, Mr. President; if there is anything wrong about any one committee, or if we have a committee which ought to be abolished, let us abolish it. If a new committee should be created, let us create it. If we have too large a membership on some committee, let us reduce the membership. But let us not undertake with one stroke of the pen to overthrow what the accumulated experience of years has shown to be necessary in the conduct of the business of the United States Senate.

Mr. President, I should like to discuss the bill further, and I may do so later. I have presented some of the main objections which I have to this legislation. It would not fulfill its purpose, which is to increase the efficiency of the legislative branch of the Government. It would bring untold trouble to members of the various committees, because they would be assigned to new tasks. They would be taken away from their ancient moorings and thrown almost pilotless, with new chairmen, adrift on a sea of legislation which they had never traversed before. Seventeen or eighteen chairmanships would go by the board. Chairmanships would be taken away from Senators who have conscientiously and well discharged the duties of their office. They are experienced in the legislative work of our Nation, and thoroughly familiar with the legislation which is referred to them. They must step down and try to find a convenient resting place in some new committee which has jurisdiction of a subject matter in which perchance they are more interested than in any other. They might obtain such positions, and they might not. Some of them, of course, would be chairmen of new committees, but many of them would not be. Committees can be divided or combined, but not chairmen. We cannot make 16 chairmen out of 33 chairmen. That would be a physical impossibility.

So, Mr. President, however we view this legislation, from all the various

standpoints to which I have referred, I think it is a bill which ought not to receive our support.

Mr. STEWART. Mr. President, I suggest the absence of a quorum.

The PRESIDENT pro tempore. The clerk will call the roll.

Mr. WHITE. Mr. President, will the Senator from Tennessee withhold the point of no quorum while I make a very brief statement?

Mr. STEWART. I shall be glad to do so.

Mr. WHITE. Mr. President, I wish to comment briefly on the criticisms of the Senator from Louisiana directed to the disappearance of the Commerce Committee and the transfer of some of its present functions to the proposed new Committee on Interstate and Foreign Commerce.

Mr. OVERTON. Mr. President, I am very sorry, but it is necessary for me to leave the Chamber to attend a meeting of the Appropriations Committee. I will read the Senator's remarks in the RECORD tomorrow.

Mr. WHITE. Mr. President, I wish to give assurance that the changes here proposed are not the creatures of chance. They have been arrived at on the basis of sound principles with respect to the conduct of this legislative body, and sound principles in the field of transportation.

The Committee on Commerce would be abolished, and certain of its jurisdictions would be transferred to the new Committee on Interstate and Foreign Commerce. I wish briefly to invite attention to them.

Before doing so, let me call attention to the fact that long before 1940 one of the great transportation authorities of this country undertook a study, either at the direction of the Committee on Interstate Commerce or the Interstate Commerce Commission, of the transportation systems of the country with a view to giving to the committees of Congress his best judgment as to how the varied systems of transportation—by air, rail, truck, and waterway—could be coordinated and best made to serve the interests of the entire country. The report was an effort to point out to the legislative body how, through coordination of agencies of transportation, we could bring about the greatest benefits in transportation to the people of the entire country.

In the 1940 Transportation Act the Congress accepted practically all the recommendations of Dr. Splawn, who had made this report. At the beginning of the Transportation Act of 1940 there was set out what was said to be the policy of Congress with respect to transportation and the coordination or integration of agencies of transportation. Under the heading "National transportation policy" we find the following:

It is hereby declared to be the national transportation policy of the Congress to provide for fair and impartial regulation of all modes of transportation subject to the provisions of this act, so administered as to recognize and preserve the inherent advantages of each; \* \* \* all to the end of developing, coordinating, and preserving a national transportation system by water, highway, and rail, as well as other means, adequate to meet the needs of the commerce



of the United States, of the Postal Service, and of the national defense.

In pursuance of that general declaration of policy the Transportation Act proceeds to deal with rail, bus, motor-truck, and water transportation. One entire title of the Transportation Act of 1940 deals with water transportation, interstate transportation, and foreign transportation by common carriers and by contract carriers. It deals with it in detail. It deals with the rates which may be charged by common carriers. It provides for the filing of schedules of rates. It provides for hearings; it provides for all the rules and regulations and specifications with respect to transportation by rail and by water—and I particularly have in mind, at this time, transportation by water—in order that we might attain this goal of the Congress, namely, a coordinated and integrated transportation service meeting the needs of the people of these United States. That was the policy of the United States, solemnly declared by the Congress in the Transportation Act of 1940.

With that as a background, let us look and see what this committee of ours has done with respect to the authority heretofore exercised by the Commerce Committee. The committee which has reported the pending measure has recommended the transfer to the Interstate and Foreign Commerce Committee of civil aeronautics matters. For all of 10 years of time there has been a controversy as to which committee of the Senate—the Commerce Committee or the Interstate Commerce Committee—should have jurisdiction over aeronautics. Certainly if we are loyal to this basic principle of obtaining a coordinated and integrated system of transportation, aeronautics ought to be assigned to the committee upon which rests the jurisdiction as to railroads and busses and motorcars and all the other modes of transportation, because today aeronautics is one of the great systems and one of the growing systems of transportation. If it is not fitted in and made a part of this developed and integrated system, then something will be missing from that system and we shall fall far short of attaining the goal which we sought to attain. So civil aeronautics matters would be transferred to the Committee on Interstate and Foreign Commerce.

Next we come to the subject of merchant marine generally. That subject matter is to be transferred, according to the pending measure. I have already pointed out that already the Commerce Committee and the Congress have approved the assignment to the Committee on Interstate Commerce of jurisdiction over interstate and foreign transportation and carriage by water and by contract carriers by water. So, by the proposed change we shall be taking away but little from the Commerce Committee, and we shall be adding to the jurisdiction of the Interstate and Foreign Commerce Committee something which will round out the jurisdiction it already has.

Next we come to the registering and licensing of vessels and small boats. I have a vague recollection that some 10 years or so ago we changed somewhat

slightly the provision of law with respect to the registering of small motor boats. Motorboats had developed remarkably and were in wide use along all the coastal and intercoastal waters of the United States. By the pending measure, all the remaining authority and functions of the Committee on Commerce which it has heretofore had in respect to the subject of the registering and licensing of vessels and small boats will be transferred to the Interstate and Foreign Commerce Committee, in another effort to coordinate the means and modes of transportation.

Then we find that, by the pending measure, it is proposed that we transfer to the Committee on Interstate and Foreign Commerce jurisdiction over navigation and the laws relating thereto, including pilotage. Mr. President, if the Interstate Commerce Committee has jurisdiction over water transportation, why should not it have jurisdiction over navigation and navigation laws, including pilotage? I digress here to suggest that there is no member of the Commerce Committee who can name for me any laws on those subjects which have been passed on by the Commerce Committee of the Senate in recent years.

Then we come to the subject of rules and international arrangements to prevent collisions at sea. I happen to know something about that because I was chairman of the United States delegation which went to London in 1929 and had a small part in the formulation of the treaty which carries the international rules relating to the prevention of collisions at sea. The only authority the Commerce Committee has exercised in that field has been to give its approval to what was done at the international conference at which all the rules and regulations with respect to collisions at sea and the methods of avoiding them were determined upon. I may say that the Foreign Relations Committee of the Senate approved the treaty and recommended its ratification by the Senate.

Then we come to the subject of merchant marine officers and seamen. Hardly any legislation with respect to that subject has come from the Commerce Committee for a long period of time. The basic law with respect to seamen is the one which was written by the father of the present distinguished senior Senator from Wisconsin [Mr. LA FOLLETTE], known as the La Follette Act, which was passed in 1915. The International Convention on Safety of Life at Sea adopted in substantial part the rules and the rules of law laid down in the Seamen's Act of 1915, as I believe nothing of any serious moment has been done by the Commerce Committee in the field of such legislation since that time.

Then we come to the matter of rules and measurers relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels. Practically all of those matters are also covered by the International Convention on Safety of Life at Sea: Lifeboats, the construction of ships, watertight compartments, lifesaving appliances, life-

boats, life rafts, life preservers, and so forth. All of that was dealt with in the 1929 Convention on Safety of Life at Sea, and that Convention was ratified by the Senate upon the recommendation of the Senate Foreign Relations Committee.

So, Mr. President, of these matters as to which it is proposed that jurisdiction over them shall be transferred from the Commerce Committee to the Committee on Interstate and Foreign Commerce, part of them logically have always belonged there, certainly they have belonged there since 1940, and a part of them find their justification in the international action of this country, rather than in any rules or laws written by the Commerce Committee in late years.

Now, let us consider the Coast and Geodetic Survey. The pending measure recommends the transfer of jurisdiction over that subject to the Committee on Interstate and Foreign Commerce. Mr. President, who knows of any laws which have come from the Commerce Committee in recent years, dealing with the Coast and Geodetic Survey? By passing the pending bill we shall be taking from that committee a title, but nothing of substance. The same may be said of the Coast Guard of the United States. Yes, Mr. President; the Commerce Committee has had jurisdiction over the Coast Guard; but that jurisdiction has rarely been exercised, through almost a quarter of a century of time or more. By the pending measure we shall transfer the jurisdiction, but nothing of substance at this time, to the Committee on Interstate and Foreign Commerce.

I may say the same with respect to the Weather Bureau, the Panama Canal, interoceanic canals, and the Bureau of Standards. To be sure, those subject matters have been, according to the rules or interpretations of the rules of the Senate, within the jurisdiction of the Committee on Commerce; but they have been dead letters, because practically speaking—and although I cannot say this without possibly some exceptions, nevertheless it is true as a general statement—they have been subject matters upon which no legislation has come before this body for a number of years.

Mr. President, there is justification for the proposed transfers. I said this when I began speaking and I repeat it now, because the proposed transfers tend to lodge in one single place plenary authority with respect to all these matters, and all to the utmost end of a coordinated and efficient system of transportation for the people of the United States. By the proposed transfers, no offense is intended and no real offense is done; but by making the transfers and in making these changes we shall have rendered a real public service.

Mr. President, I wish to say a few words more. I feel strongly about this piece of legislation. I think it is one of the most constructive pieces of legislation that has come before this body in the 16 years or more that I have been a Member of the Senate of the United States. I pay tribute to the work done by the Senator from Wisconsin [Mr. LA FOLLETTE]. He has served with zeal. He has served with a knowledge of the



precedents and practices and rules of the Senate, a knowledge surpassed by that of no other Member of this body. He has given unstintingly of his time; and with patience and with rare ability he has brought forth this piece of legislation which has been unanimously approved by the committee named to serve with him.

Mr. President, that committee was originally authorized by the Committee on Rules of this body. That committee reported favorably the proposal to create the committee, and the Senate adopted the resolution which permitted the study to be made. When the study had been completed and there was question as to the authority of the committee to make a legislative report, the Committee on Rules again acted, and it authorized this committee to take on these legislative functions and to report legislation to the Senate of the United States.

No one has more respect for the Senate than do I. No one has been for a long period of years in closer touch with this body than I have. I recall very definitely that I sat up in the southwesterly gallery in this Chamber on the 4th of March 1889, the day when Benjamin Harrison and Levi P. Morton were sworn in as President and Vice President, respectively, of the United States; and ever since that time I have had some contacts, either by relationship, for my grandfather served in this body for many years, or because of my clerkship as the assistant clerk of the same Committee on Commerce or through my membership in the House of Representatives or through my membership in this body. I have been in close contact with the men who have come and gone here, and I know something about the traditions of this body. I know something about the respect in late years and in past years which this body has had from the American people.

I wish to say that I believe the time has come when we must assert ourselves in behalf of the dignity, the integrity, and the efficiency of the Senate of today.

Mr. President, I do not see how any person can doubt that, with the increase of burdens which has come upon us, with the great volume of mail which rolls in, with the enlarged and expanded functions and agencies of government and the creation of many new activities of government all bringing their problems to the Senate and to the other body of the Congress, we are today burdened with a volume of work with which, under our present set-up and under our present organization, we are utterly unable to cope.

Mr. President, here is an effort to improve the situation. I do not know how the proposed legislation will work out, but it represents an effort in behalf of efficiency in the Senate of the United States and in the other House as well. The opportunity is before us, and I want to see the Senate respond to it.

There comes to my mind that a certain poet once said, in effect, that opportunity is master of human destiny. I will not go so far as to agree with that statement in its entirety. Perhaps in making it, some degree of poetic license was exercised; but I assert that the opportunity

is now before us. We are spending our time worrying about who shall appoint the pages of the Senate of the United States, who shall appoint those who operate the elevators of the Senate and of the House Office Buildings. We are worrying about who shall serve in this capacity and who shall serve in that capacity. Mr. President, I wonder what the people of America will think after listening to the debate in the Senate of the United States which has been devoted to trivialities during a time when the world is on fire, and when we are oppressed with problems the answers to which we do not know.

I hope that the Senate will respond to this opportunity. I have the firm conviction that if we do not pass this bill, 25 years may elapse without a serious effort again being made to reorganize this body, to streamline it, if you like that word, Mr. President, to make it more effective and efficient in dealing with the multitude of problems which come before it.

I say to Senators in all solemnity that unless we now make an effort to increase the efficiency of Senators individually, as well as the Senate as a whole, we will continue to lose our prestige with the people of the United States.

Mr. President, I assert that opportunity is now knocking. I assert that if we allow the opportunity to pass unheeded, we shall miss the great challenge which is being made at the moment to make of this great legislative body an efficient organization. We should forget the trivialities and small personal matters which are a part of the legislative machinery of the Senate. We should restore, as I think we must, the legislative branch of the Government to the place of authority, dignity, and respect which it once held in the minds of the people of the United States, but which day by day it is now forfeiting.

Mr. FULBRIGHT. Mr. President, will the Senator yield?

Mr. WHITE. I yield.

Mr. FULBRIGHT. I wish to say that I have been greatly interested in the Senator's remarks. Because of the fact that I have been a Member of the Senate but for only a short time, I have hesitated to comment on certain practices which have been pursued by the Senate.

I should be interested in the Senator's observations with reference to debates in the Senate. In view of his long experience in connection with the great volume of work which the Senate has performed, would he not agree that there should be better attendance of Senators in the Chamber when debates are taking place with regard to important matters? Within the short time I have been a Member of the Senate, I have been greatly disappointed in the small attendance of Senators which I have observed from time to time. I believe that a small attendance of Senators in the Chamber creates very unfavorable impressions throughout the country. Does not the Senator believe that enactment of the pending bill might result in a greater attendance of Senators at sessions of the Senate?

Mr. WHITE. Mr. President, I believe that the enactment of this bill would improve the situation very greatly. I

believe that in ability and character the men who now serve in the United States Senate measure up to as high a level as has ever been known in the history of this Nation. But circumstances beyond our control, unless we assert control through methods which are suggested in the pending bill, make it impossible for us to become thoroughly familiar with proposed legislation.

I confess that I sometimes come on the floor of the Senate—in fact, I do so day after day—and face legislation which I have had no adequate opportunity to study, and about which I must follow the recommendation of some other Senator who has perhaps been a member of the committee reporting the measure, or I am forced frequently to exercise snap judgment with the hope that I am guessing right.

When I was serving as a clerk 45 years ago, Senators had time to study proposed legislative measures. Allow me to illustrate.

One day I met Ted Clark, who was then secretary to Senator Lodge, of Massachusetts, and later became secretary to President Coolidge. He had with him a large brief case. I said to him, "Ted, what do you have in that brief case?" He said, "I have a speech which Senator Lodge is going to make in the Senate." He said, "I am getting ready to rewrite it for the eighth time."

That illustrates the situation as it obtained at that time. In those days a great Senator, such as Senator Lodge, with influence throughout the world, had time and took time to rewrite a speech eight times before delivering it on the floor of the Senate. We frequently stand here on the floor of the Senate and talk without having had a moment's preparation. This illustrates the difference between the Senator of today and the Senator of 45 years ago, when I was acting in Washington in the capacity of a secretary. In those days the business of the Senate moved leisurely. The Senate's time was not crowded. Sufficient time was available to Senators to attend committee meetings, study the hearings, and thoroughly study and discuss measures which later came before the Senate. I believe that we will all agree that very few of us have that time today.

Mr. FULBRIGHT. During the period to which the Senator has referred the rules and procedures of the Senate were adequate, but since then circumstances have vastly changed.

Mr. WHITE. Circumstances have changed.

Mr. FULBRIGHT. It seems to me that the fact the Senate has been a great body in the past has no application to the present, because circumstances have so changed that it does not follow at all that old procedures and old rules will result in a continuation of former efficiency.

Mr. WHITE. I recognize the changed conditions to which the Senator has referred, and I recognize the fact that new demands are being made constantly upon Senators. I presume that while I was a secretary and went to the hotel to take dictation from my grandfather, if he received as many as 15 letters in the morn-



ing's mail he thought he was being oppressed by the people of his State. During all the years I served as his secretary he did not keep a single letter which he received, and I did not keep for him a single copy of a letter which I wrote for him. That fact illustrates the leisurely pace of our legislative machinery of 45 years ago.

Now conditions in the world, and in our country in particular, have changed. The eyes and minds of the people of the United States have turned toward Washington, and we are submerged by the demands upon us. We cannot change that situation. But, we should be able to do something which will make it easier to meet the demands which are made upon us as a legislative body.

Mr. FULBRIGHT. During the years to which the Senator has referred, was criticism of the Senate as common as it is today? Were both bodies of the Congress then made the object of derision, such as is the case today? What is the cause of our present difficulties?

Mr. WHITE. It is pretty hard for me to separate cause from effect. I know what has taken place. The Congress of today is performing a volume of work which it was never designed to perform but which it cannot avoid. No Senator or Representative would suggest that he does not wish to hear from his constituents, or go to this department and that department and spend a half a day in trying to straighten out some matter for a constituent. We all express eagerness and pleasure in undertaking such tasks. But, in many instances, those duties are performed at the cost of the performance of our legislative functions. We do not have adequate opportunity to attend meetings of committees, hear, discuss, and read the hearings, and we do not have an opportunity, except at the cost of neglect of other demands which are being made upon our time, to be on the floor of the Senate and participate in debate.

I do not believe that if the proposed legislation shall be enacted it will become the immutable law of this country. It is experimental in character. It represents the best judgment of the joint committee with reference to how to proceed to solve some of the problems and improve some of the conditions which we now confront. I presume there will be a period of trial and error. Many mistakes will be disclosed. Opportunities will be afforded for improvement. As times goes on, the Congress will meet those challenges. But now this bill is before us, and I give it as my opinion, for whatever it may be worth, that it will be a tragic day for the Senate unless we pass the pending bill substantially in its present form.

Mr. FULBRIGHT. I agree with the Senator entirely.

Mr. LA FOLLETTE. Mr. President—

The PRESIDENT pro tempore. The junior Senator from Tennessee was recognized to suggest the absence of a quorum, and by unanimous consent that was interrupted while the Senator from Maine [Mr. WHITE] addressed the Senate. The Senator from Wisconsin is recognized.

Mr. STEWART. Would it not be well to make the point of no quorum before the Senator starts?

Mr. LA FOLLETTE. No; I should prefer to make my statement first, if the Senator is willing to withhold his suggestion.

Mr. STEWART. Very well.

Mr. LA FOLLETTE. Mr. President, I did not wish to interrupt the senior Senator from Louisiana [Mr. OVERTON] in his discussion of the bill, but before I start to answer him, I wish to say that I deeply appreciate what the Senator from Maine, the able minority leader, has said about the efforts which he and other members of the committee have made after more than a year of study. I feel very definitely that what he has said to the Senate is true.

I do wish to put in the RECORD a few statements in response to the criticisms which came from the Senator from Louisiana.

Mr. STEWART. Will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. STEWART. Inasmuch as the Senator from Wisconsin is about to reply to the Senator from Louisiana, does not the Senator think the Senator from Louisiana should be present?

Mr. LA FOLLETTE. I deferred to the Senator from Louisiana and did not engage in a long argument with him or try to have a colloquy with him because he informed me that he wished to go to a meeting of the Committee on Appropriations, and he left with the statement, when the Senator from Maine rose, that he was sorry he could not be present to hear the comments of the Senator from Maine because he had to go to the meeting of the Committee on Appropriations.

I assure the Senator from Tennessee that I never have made and never intend to make any statement to which any Senator could object, but I do not want the record to be left unanswered from my standpoint with respect to certain criticisms which the Senator from Louisiana made of the report of the committee and of the bill.

Mr. President, I stated in opening the debate on the bill, when it was first taken up, that I regarded the reorganization of the committee structure of the Senate as the keystone of the arch of the whole plan. The Senator from Louisiana said that no practical good would be accomplished, because there would merely be more subcommittees if we succeeded in doing away with a number of the standing committees. Of course, the joint committee, in the thorough study it made of the proposal, recognized that in reorganizing and consolidating the committees we would not reduce the work load, with the exception of eliminating what we propose to get rid of, private claims, bridge bills, and matters of that kind. It seemed clear to the committee, after careful study, that the conflict in committee meetings, as between the standing committees of the Senate, has now reached the point where every Senator, if he is frank, will have to admit that attendance on committees has shrunk to a point where most of the important business of the committees is

often carried on by the utilization of proxies, and it is impossible to have continuity of attendance of Senators at hearings before committees. Thus it is necessary to go over and over the same ground, because members leave a committee to go to some other committee while a particular subject matter is threshed out and finally concluded, then they return later, and ask to have the matter gone all over again.

Our committee had no way of estimating the total number of man-days lost by that process, but I venture the statement that if the system now proposed had been in effect during the present session of Congress, we would not now be in the log jam in which we now find ourselves, with so much important legislation backed up for our consideration, due solely to the loss of time caused by the repetition of testimony before committees because of the fact that Senators serving on so many committees cannot give continuous attention to any one of them.

Mr. President, the same loss of time occurs after the hearings are ended, and after committees go into executive session, because the conflict of meetings of standing committees prevents Senators, even when important legislation is being considered in committees, from giving continuous attendance. They have to keep darting back and forth between important committees which are meeting simultaneously, and as a result there is repetition of argument, there is reconsideration, there is delay, and ultimately there is the use of proxies of members who may not have heard the arguments at all.

Mr. DONNELL. Mr. President, will the Senator yield for an inquiry?

Mr. LA FOLLETTE. I yield.

Mr. DONNELL. Will the Senator be kind enough to express himself as to his observation respecting the use of proxies, the question of the wisdom of it, and the question of the wholesomeness of it?

Mr. LA FOLLETTE. I have discussed that at great length with the Senator from Missouri in the Committee on Education and Labor. I am inclined to agree with the contention of the Senator from Maine about proxies and principals. But I do not personally believe—and I am waiving now the constitutional argument—that the practice is abused of a Senator giving his proxy to another Senator, if he is fully aware of all the arguments pro and con, knows specifically what is coming up, and, therefore, wishes to register his vote. I do not substantially object to that practice, although I say it has grown to the point where it is very unfortunate even in the circumstances mentioned. It is very disheartening, and helps to reduce the morale of men who serve on committees, if a Senator is present himself and makes what he thinks is a cogent and appealing argument to his colleagues who are in attendance, and then the vote is called for, and suddenly a Member reaches into his pocket and pulls out five or six proxies and proceeds to vote them, and the Senator who has made the argument knows that the Senators whose proxies are being exercised have never heard the able argument which he feels in his heart he



has made for his position on a particular matter.

I wish I did have to present to the Senate an accurate account of the senatorial man-days lost because of the multiplicity of committees upon which Senators now serve, not only because matters have to be thrashed out over and over again in the hearings but because they have to be thrashed over and over again in executive session, because Senators now are not able to be present long enough to follow any legislative measure through the process of executive consideration with any continuity.

Mr. FULBRIGHT. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. FULBRIGHT. Does not that also have its result here on the Senate floor?

Mr. LA FOLLETTE. Precisely.

Mr. FULBRIGHT. And is that not why we do not have the attendance, and have a repetition here on the floor of arguments and loss of time, resulting from the same cause?

Mr. LA FOLLETTE. It certainly does result from the same cause. I have been over so much of the ground, and have thrashed over so much of the wheat and the straw concerning the pending measure, that I feel that I should not longer occupy the time of the Senate. But, for whatever it may be worth, I do not want the RECORD to appear without containing evidence that there is reason and logic and study behind the proposal unanimously recommended by the Joint Committee on Organization of the Congress, unanimously recommended by the Special Committee of the Senate on the Organization of the Congress, and contained in the pending bill.

Mr. President, I submit that it will be clear to anyone who stops long enough to think about it, and whose mind is not closed on the subject of the organization of the Senate, that, if we reduce the large number of standing committees, and make it impossible for any Senator to serve on more than two committees, thus cutting down the opportunity for them to serve on as many as they serve on now, the inevitable result—I do not say it will usher in the millenium—will be to improve the situation, because Senators will serve on only two committees, and where there are cross references of membership between two of the regular standing committees, it will be very much easier for two chairmen to coordinate the activities of their committees than is possible now, if they make any effort in that direction at all, as most of them do not, that is, to arrange the schedules and the activities of the committees upon which Senators find cross references of membership in such a manner as to bring about synchronization of their activities.

It is true that there will be subcommittees. Of course there will be if the committee structure is reorganized. But I submit that there will be very much better coordination of subcommittee activity, there will be very much better opportunity to organize the work of the subcommittees of the fewer standing committees, than there is today, when Senators serving on a multiplicity of committees, some of them serving on as

many as ten committees, are constantly confronted with subcommittees of all the committees upon which they now serve. So I say, Mr. President, that it is a matter of sheer logic that if we reduce the number of Senate committees to 15, and if we reduce the number of committees upon which Senators may serve to two, and if we organize the subcommittees vertically within the new system, then it will be possible to bring some order out of the chaos which now prevails so far as the committee structure of this body is concerned until it threatens the existence of representative government in the United States.

Mr. President, I knew before we ever made any recommendation, that some Senators would look with regret upon the disappearance from the legislative scene of their most cherished committees. I knew that would happen; but I had hoped that the chaotic committee situation which prevails today had reached such a point that at least a majority of this body would understand that it was necessary to sacrifice some committees in order to bring some order out of the confusion.

Mr. President, I do not claim we have done a perfect job. It is the product of human beings, not of some omnipotent person, but I claim that there is logic and there is reason behind it, and behind it there is the thought and study and effort of men who have worked for more than a year.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield to the Senator from Florida.

Mr. PEPPER. Has not the able Senator from Wisconsin, who has done such a magnificent job in producing this proposed legislation, emphasized repeatedly that in respect to it, as in respect to most other matters in life, we cannot have our cake and eat it too? The bill gives greater consideration to Senators personally than any other legislation which has been recommended in many decades, if not in the whole history of the Senate. The bill carries a salary increase from \$10,000 to \$15,000 a year for each Senator. It carries a retirement system which will permit each Senator to provide for his old age or for the time when he might not be a Senator. It also provides an \$8,000-a-year executive assistant in every Senator's office and in every Representative's office. It provides a stenographic pool upon which a Senator may draw for stenographic aid, instead of, as some of us are doing right now, paying as much as \$2,000 a year out of our private means or pockets in order to provide clerical assistance in our offices. Committee staffs are increased. So a great deal is being done in the bill, is there not, I will ask the able Senator, for the betterment of a Senator's situation?

As the Senator has repeatedly said, if we are not willing to make some sacrifices to show that we are sincere in trying to improve the public service, it looks as though we are willing to accept the advantageous provisions of the bill but are not willing to submit to some of its other provisions which exact sacrifices from us.

Mr. LA FOLLETTE. Mr. President, I will state in response to the statement made by the Senator from Florida, that much as I realize that the present compensation of Members of Congress, which has not been increased since 1925, is inadequate, so far as I am personally concerned, unless the Senate is willing to do something to demonstrate to the country that it proposes to reorganize its structure and to make itself a more efficient body, and to put itself in a position where it can more efficiently transact the public business, I shall not favor increases of salaries or expense accounts. That is one reason I wanted it wrapped up in one package. If it has the courage to reorganize itself and make itself more efficient, I think the country would support the Congress in providing for its Members an adequate salary, or, at least, a salary upon which men and their families may live modestly and in decency, and in providing a contributory retirement system.

Mr. President, what were the principles that lay back of the committee reorganization plan proposed in this measure? Insofar as making a move in the direction of remedying the chaotic committee situation, overlapping jurisdictions and multiplicity of memberships and conflicts of meetings and the use of proxies is concerned, after having come to the conclusion that something had to be done on that subject in order to save representative Government in America, in the end what principles guided the committee in its work in trying to propose committee reorganization? First, insofar as practical to have the reorganized committees to be opposite numbers to the departments and principal agencies of the Federal Government. That could not be achieved in every instance, but it is the thread which runs through the proposed committee reorganization, in an effort to provide a continuity and breadth of relationship between the legislative committees and the departments and agencies of Government so that they might work closer together, and so that there might be committee oversight or watchfulness over the exercise of the delegated powers conferred upon them by the Congress.

The second principle was in that process to gather together in the jurisdiction of the reorganized committees the principal and related subject matters of their respective areas of jurisdiction, in order that Senators might become familiar with those subjects, in order that they might become better informed, and in order that those who did so become informed through service would bring the light of their experience and information to bear, insofar as possible, upon all matters of a similar nature. That thread runs all the way through this reorganization proposal.

The Senator from Louisiana said something about the Appropriations Committee having competing or conflicting subcommittees. I know that to be true, and I know the cause of it, as does every other Senator. It is because the House of Representatives, without any criticism of that body, finds it impossible to send most of the appropriation bills to the



Senate until the end of the fiscal year approaches.

As a result a great log jam pile up in the Appropriations Committee, and in order for the committee to transact its business, its subcommittees have to work simultaneously. The chairman of the committee has reported today four or five—I am not sure of the exact number—large appropriation bills. But, Mr. President, we felt that even so far as the Appropriations Committee was concerned we could improve the situation if we reorganized the committee structure and cut down the service of Senators to two standing committees. We could improve the situation so far as the hard-worked Senators on the Appropriations Committee are concerned by giving them more time to devote to the work of the Appropriations Committee.

There has been complaint, Mr. President, that the bill does not provide a sufficient number of members for the Appropriations Committee. I wish to say that, so far as I am personally concerned, there was no magic in the number which we recommended for any committee. However, I submit that in general—perhaps not with regard to the Appropriations Committee—if we reduce the number of Senators upon committees the result will be better attendance. In the town-meeting-sized committees the tendency always is, if Senators are busy and harassed—and which one is not today—for them to think, "If I cannot get to that committee there are so many other Senators that they will surely be able to get a quorum." Today there is diffuse responsibility on most committees because of the large number of Senators who serve upon them.

I wish once more to discuss the question of oversight. The Senator from Louisiana stated that we were loading upon committees new responsibilities. Mr. President, this may be the first time that the responsibility of standing committees has ever been spelled out; but I say that it is their inherent responsibility today, and has been in the past, if they report legislation which grants to the executive branch of the Government and its agencies the power to issue rules and regulations and create administrative law, to ascertain the manner in which such delegation of legislative power is being exercised, and, so far as possible, if it is not being exercised in conformity with the intent of Congress, to recommend corrective legislation. How else can we justify committees reporting such legislation unless they discharge their responsibility to the people by seeing that steps are taken from a legislative standpoint to correct administrative abuse of delegated power, if it occurs?

The Senator from Louisiana made reference to the proposal in the bill that the appropriating and revenue committees of the Congress should meet early in the session and make an estimate of the revenue and expenses, and adopt a congressional budget, so to speak. I have served on the Committee on Finance for many years. It certainly must be clear to any Member of Congress who has served on any of the revenue-raising

committees that so far as they are concerned—and they are charged with the responsibility of raising revenue to meet the expenditures—with the few exceptions of the legislative jurisdiction which they have, they have no opportunity to play any part whatsoever in the process of expenditure of money except as they are individually Members of the House or the Senate.

So I say, Mr. President, that I believe this proposal is a great step forward, and I believe that it will be of benefit in connection with whatever action may be taken by the Committee on the Economic Report provided for in the Employment Act of 1946, for it provides for committees of Congress which will have direct responsibility to consider and act upon that report, instead of the diffuse provision which exists in the law as it stands today, that it shall be brought to the attention of "the appropriate standing committees." Mr. President, truckloads of reports are filed in that manner, and action is never taken.

When we proposed to bring some order out of chaos in the employment situation in the Congress, and when we went so far as to recommend that that Service should be placed upon a merit basis, that employees should have tenure and retirement, and that there should be classification in order that the persons employed might have equal pay for equal work—in other words, when we proposed to strike down the patronage system on Capitol Hill—I knew we would encounter a great deal of opposition. But, Mr. President, I did not see, and I do not now see, how we could be justified in proposing to increase our salaries, enjoy the benefits of retirement, have an administrative assistant at \$8,000 a year and provide committees with increased staffs, and at the same time perpetuate a situation so far as employment is concerned which is not only unjust to the employees themselves, but is likewise inevitably producing such a situation that great discrimination exists as between employees.

Mr. President, there is pending an amendment which I offered. I understand that the Senator from Kentucky [Mr. BARKLEY] desires to propose an alternative to that amendment.

Mr. BARKLEY. Mr. President, there has been considerable discussion about the provisions of the bill on pages 45 and 46 with reference to section 208 (a), which provides that—

If on or before December 31 in any fiscal year and after the resolution specified in section 130 (b) of title I of this act has been agreed to by both Houses, the President is of the opinion that the aggregate amount of expenditures for such fiscal year will exceed the receipts in an amount greater than the excess specified in such resolution, the President shall so proclaim; and on the date of such proclamation all appropriations (except permanent appropriations and appropriations for serving the public debt, for veterans' pensions and benefits, and to trust funds) shall be reduced by a uniform percentage—

And so forth. I wonder whether the Senator would be willing to accept two or three amendments to the language on page 46, namely: In line 2, to strike out "all" and insert "such", and after

"appropriations" to insert "as the President may specify"; in line 5, to strike out "a uniform percentage" and insert "such amounts"; and in line 6, to strike out "which" and insert "as", so as to read:

And on the date of such proclamation such proclamation such appropriations as the President may specify \* \* \* shall be reduced by such amounts (to be fixed by the President and included in such proclamation) as will reduce the aggregate amount of the funds appropriated for such fiscal year in an amount equal to the difference between the excess proclaimed by the President and the excess specified in such resolution.

It would allow more flexibility in the effect of the President's proclamation, and it would not require uniform reductions, but would permit such reductions as he might specify, which might not have to be uniform in all appropriations.

Mr. LA FOLLETTE. If the Senator thinks that that is a better solution than the amendment which I offered in an effort to meet the suggestion of the Bureau of the Budget, I am perfectly willing to withdraw my amendment.

Mr. BARKLEY. After discussing the question with other Senators, I feel that this probably is better.

Mr. LA FOLLETTE. I withdraw my amendment, so that the Senator may offer his.

Mr. BARKLEY. Mr. President, I offer the amendment which I have suggested.

The PRESIDENT pro tempore. The amendment offered by the Senator from Kentucky will be stated.

The CHIEF CLERK. On page 46, line 2, it is proposed to strike out "all" and insert "such"; in the same line, after "appropriations", it is proposed to insert "as the President may specify"; in line 5 it is proposed to strike out "a uniform percentage" and insert "such amounts"; and in line 6 it is proposed to strike out "which" and insert "as."

The PRESIDENT pro tempore. Does the Senator from Wisconsin accept the amendment?

Mr. LA FOLLETTE. I stated that if the Senator from Kentucky felt that that was a better way of meeting the suggestion of the Bureau of the Budget I was willing to withdraw my amendment and would support the amendment offered by the Senator from Kentucky.

The PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from Kentucky [Mr. BARKLEY].

The amendment was agreed to.

Mr. BARKLEY. I thank the Senator from Wisconsin.

Mr. JOHNSTON of South Carolina. I suggest the absence of a quorum.

Mr. LA FOLLETTE. Mr. President, will the Senator from South Carolina withhold the suggestion of the absence of a quorum so that I may submit a unanimous-consent request for printing the bill with the amendments which have been agreed to?

Mr. JOHNSTON of South Carolina. Certainly.

Mr. LA FOLLETTE. Mr. President, I ask unanimous consent that the bill may be reprinted in such manner as to show the amendments which have thus far been agreed to.



Mr. McCLELLAN. Mr. President, does the Senator mean such amendments as shall have been agreed to at the conclusion of today's session?

Mr. LA FOLLETTE. Yes. I ask that the bill be reprinted showing the amendments which shall have been agreed to at the conclusion of today's session. I think it would be helpful to Senators.

Mr. McCLELLAN. It will be very helpful, because it has been difficult to follow all the amendments.

The PRESIDENT pro tempore. Is there objection to the request of the Senator from Wisconsin? The Chair hears none, and it is so ordered.

Mr. LA FOLLETTE. Mr. President, I desire to submit another unanimous-consent request.

The PRESIDENT pro tempore. Does the Senator from South Carolina yield for that purpose?

Mr. JOHNSTON of South Carolina. I yield for that purpose.

Mr. LA FOLLETTE. I ask unanimous consent that one amendment which was adopted at my suggestion, and which had to do with certain directions to the Director of Personnel to cooperate with the committees be stricken from the bill, because it is no longer logical in view of the amendments offered by the Senator from Colorado [Mr. JOHNSON].

Mr. McCLELLAN. Mr. President, will the Senator point out where that provision is?

Mr. LA FOLLETTE. I shall have to look at the desk copy.

Mr. JOHNSTON of South Carolina. Mr. President, I hope the provision will be pointed out so that we may read it over the week-end and know what we are going to vote on on Monday.

Mr. LA FOLLETTE. It is an amendment on page 42, in line 8, reading as follows:

(h) In recommending and certifying professional staff members to the respective committees as provided in this section, the Director of Congressional Personnel shall consult and cooperate with each committee to the fullest extent.

Mr. President, in view of the adoption of the Johnson amendment, the amendment I have just read no longer has any proper place in the bill. Therefore I ask unanimous consent that the vote by which the amendment was adopted be reconsidered.

The PRESIDENT pro tempore. Unanimous consent is requested that the Senate reconsider the vote by which the amendment was adopted. Without objection, the vote is reconsidered, and the amendment is before the Senate.

The question now is on agreeing to the amendment.

The amendment was rejected.

Mr. SALTONSTALL. Mr. President, will the Senator from South Carolina yield to me, to permit me to ask a question?

Mr. JOHNSTON of South Carolina. I yield for that purpose.

Mr. SALTONSTALL. I should like to ask the Senator from Wisconsin if there will be any objection to offering at this time an amendment to which I believe there is no objection. It applies to the language on page 23 of the bill regarding the recessing of Congress. The Senator has drafted the amendment.

Mr. LA FOLLETTE. It is up to the Senator from South Carolina to determine whether he will yield for that purpose.

The PRESIDENT pro tempore. The Senator from South Carolina has the floor.

Mr. SALTONSTALL. Mr. President, will the Senator from South Carolina at least yield so as to allow me to offer the amendment, to which I believe there is no objection? If he does and if there is no objection, the amendment can be adopted and printed in the bill, and that will be helpful to the Members of the Senate.

Mr. JOHNSTON of South Carolina. The Senator from South Carolina would like to have every amendment which is to be voted on printed. If not, I shall vote against the bill. That is why I wish to have the bill go over until Monday; and I think several other Senators who now are present, as well as several who are absent at this time, concur in the position I take on this matter.

Mr. SALTONSTALL. This amendment has not yet been adopted or offered. It was discussed yesterday, and was drafted during the evening. I believe it is in a form which is satisfactory to the Senator from Wisconsin, and I should like to offer it at this time.

Mr. JOHNSTON of South Carolina. I have no objection.

Mr. LA FOLLETTE. Mr. President, does the Senator have the amendment before him?

Mr. SALTONSTALL. I do.

Mr. President, I offer an amendment to section 123 (a), on page 26, and I send it to the desk and ask that it be stated.

The PRESIDENT pro tempore. The amendment will be stated.

The CHIEF CLERK. On page 26, in lines 9 to 17, it is proposed to strike out all of subsection (a) of section 123, and to insert in lieu thereof the following:

(a) Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn not later than the last day (Sundays excepted) in the month of July in each year and shall stand adjourned sine die or until 12 o'clock meridian on the third day (Sundays excepted) after Members are notified to reassemble in accordance with subsection (c) of this section.

Mr. SALTONSTALL. Mr. President, let me state what the amendment would accomplish. In section 123 (a), on page 26, there is now a provision that the Congress shall stand adjourned from the last day of June until the second Tuesday in October. This amendment would simply strike out the reference to the second Tuesday in October and would permit the Congress to stay in session until the last of July and then adjourn sine die until the following January, unless called together for an emergency. I understand that the amendment is acceptable to the Senator from Wisconsin.

Mr. LA FOLLETTE. Mr. President, I have considered this matter since the Senator from Ohio and the Senator from Massachusetts raised it. I see no substantial objection to it, and so far as I am able to do so I am willing to accept it.

The PRESIDENT pro tempore. The question is on agreeing to the amendment

offered by the Senator from Massachusetts [Mr. SALTONSTALL].

Mr. McCLELLAN. Mr. President, may I ask a question of the Senator?

The PRESIDENT pro tempore. Does the Senator from South Carolina yield to the Senator from Arkansas?

Mr. JOHNSTON of South Carolina. I yield for a question.

Mr. McCLELLAN. I wish to ask a question.

As I understand the amendment, it would have the Congress continue in session until the last day of July.

Mr. LA FOLLETTE. The Congress would have to adjourn not later than that. It could adjourn sooner.

Mr. McCLELLAN. That is what I understand.

Mr. LA FOLLETTE. Yes.

Mr. McCLELLAN. In other words, the amendment would move the time of adjournment from the end of June until the last day of July.

Mr. SALTONSTALL. Yes; and it would eliminate the October sessions.

Mr. McCLELLAN. Yes; unless the Congress was called back by the President.

Mr. SALTONSTALL. That is correct. Mr. McCLELLAN. Or unless Congress was called back by the majority leadership, as provided in subsection (c).

Mr. SALTONSTALL. That is correct. Mr. THOMAS of Utah. Mr. President, let me inquire whether the amendment of the Senator from Massachusetts has been agreed to.

The PRESIDENT pro tempore. It is still pending.

The question is on agreeing to the amendment of the Senator from Massachusetts.

The amendment was agreed to.

Mr. HILL. Mr. President, will the Senator from South Carolina yield to me, to permit me to offer what I believe to be a noncontroversial amendment? I do not think it will take more than a minute to consider and adopt it.

Mr. JOHNSTON of South Carolina. I yield.

Mr. HILL. I offer the amendment which I send to the desk and ask to have stated.

The PRESIDENT pro tempore. The amendment will be stated.

The CHIEF CLERK. On page 69, after line 21, it is proposed to add the following:

(e) Any claim arising from the activities of the Tennessee Valley Authority.

The PRESIDENT pro tempore. The Chair would prefer that that amendment go over until we have time to consider it thoroughly.

Mr. HILL. Certainly.

I ask that the amendment lie on the table and be printed.

Mr. BARKLEY. Mr. President, will the Senator yield to me, to permit me to present an amendment which I have submitted to the Senator from Wisconsin?

Mr. JOHNSTON of South Carolina. I yield.

Mr. BARKLEY. I hesitate to offer an amendment which would take any employees around the Capitol, especially those who are not employees of committees, out from under the provisions of the bill; but I think we all understand



that the Disbursing Office of the Senate, which is operated under the general jurisdiction of the Secretary of the Senate, is not a patronage job. We all know that Mr. Pace was Disbursing Officer for so many years that no one could count them; and when he passed away, Mr. Thompson automatically became, under the Secretary of the Senate, the Disbursing Officer. The job is not a patronage job. None of us has anything to do with it, and none of the jobs of the employees in his office are patronage jobs. None of us has anything to do with them.

The Disbursing Officer handles a very large sum of money, and he must employ persons in whom he has confidence. They do not change with the change in party control of the Congress or of the Senate, but they continue in those jobs. Mr. Pace was the Disbursing Officer here under secretaries of both parties, and I am satisfied that the same will apply to Mr. Thompson. Inasmuch as he is charged with the responsibility of handling the disbursements of the Senate, not only for the payment of the salaries of everyone, but also for the contingent fund, it seems to me that he is in a somewhat different class from policemen and elevator boys and others who are on the general patronage list.

I am extremely sympathetic with the effort to relieve Senators of the pestiferous job-seeking system to which all of us are now subject, and by which the proposed patronage is divided among Senators, so that I have the right to appoint an elevator boy and another Senator has the right to appoint a page, and so forth. None of that takes place with respect to the Disbursing Office.

Therefore, it seems to me that if there is any reason at all to remove any class or group of employees from the jurisdiction of the Director of Personnel, it is in the case of the management of the disbursing office. Consequently, much as I hate to break into the jurisdiction of that matter, I do think that the Disbursing Office should be eliminated from that jurisdiction.

Mr. JOHNSTON of South Carolina. Mr. President, all these amendments are being offered, and I think at least a quorum should be present.

Mr. BARKLEY. I do not think this amendment will occasion any controversy, and I think the Senator from Wisconsin—

Mr. JOHNSTON of South Carolina. I do not know about that. That is a question for each Senator to decide for himself. I suggest the absence of a quorum.

The PRESIDENT pro tempore. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Andrews	Guffey	Moore
Ball	Gurney	Murdock
Barkley	Hayden	Overton
Bridges	Hickenlooper	Pepper
Burch	Hill	Robertson
Capehart	Hoey	Saltonstall
Capper	Johnson, Colo.	Thomas, Okla.
Cordon	Johnston, S. C.	Thomas, Utah
Donnell	La Follette	Vandenberg
Downey	McClellan	Walsh
Ferguson	McKellar	White
Fulbright	McMahon	Wiley
George	Maybank	Wilson
Green	Millikin	

The PRESIDENT pro tempore. Forty-one Senators having answered to their names, there is not a quorum present. The clerk will call the names of the absent Senators.

The Chief Clerk called the names of the absent Senators, and Mr. McCARRAN and Mr. RUSSELL answered to their names when called.

The PRESIDENT pro tempore. Forty-three Senators having answered to their names, there is not a quorum present.

Mr. LA FOLLETTE. Mr. President, a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. LA FOLLETTE. Have not the names of the absent Senators been called?

The PRESIDENT pro tempore. They have been called.

Mr. LA FOLLETTE. I move that the Sergeant at Arms be directed to request the attendance of absent Senators.

The motion was agreed to.

The PRESIDENT pro tempore. The Sergeant at Arms will execute the order of the Senate.

After a little delay, Mr. CONNALLY, Mr. HUFFMAN, Mr. KNOWLAND, Mr. MAGNUSON, Mr. STEWART, and Mr. WHERRY entered the Chamber and answered to their names.

The PRESIDENT pro tempore. Forty-nine Senators having answered to their names, a quorum is present.

Mr. BARKLEY. Mr. President, I had offered an amendment when the point of no quorum was made.

The PRESIDENT pro tempore. The clerk will state the amendment.

The CHIEF CLERK. On page 37, line 25, it is proposed to strike out the period and insert a comma and the words "or to the management or personnel of the Senate Disbursing Office."

Mr. BARKLEY. Mr. President, I had already stated what I cared to say about the amendment. It merely exempts the Senate Disbursing Office and the personnel and management of the Disbursing Office from the provisions of the bill with reference to appointment and certification by the Director of Personnel.

The PRESIDENT pro tempore. The question is on agreeing to the amendment offered by the Senator from Kentucky.

Mr. LA FOLLETTE. Mr. President, I cannot accept this amendment. I feel that if every group of employees in the Congress is coming in for exemption we might as well do away with our effort to bring about any reclassification or any tenure or retirement for persons in the service of the Congress.

I think the apprehension which has been expressed by Senators, and which the employees of the Capitol have been lobbying about, is entirely unfounded, because all that any Personnel Director would seek to do, if he was worth his salt, would be to provide the type of personnel which would be satisfactory for the service to be rendered. When any agency installs a personnel system it does not result in examinations, or anything of the kind.

Therefore, Mr. President, I cannot accept the amendment.

Mr. BARKLEY. Mr. President, if I may say another word about the amendment, I hesitated to offer it, as I explained when I presented it, because I am just as anxious to relieve Senators of the burden of petty appointments around the Capitol as anyone in either House could possibly be. But the Disbursing Officer of the Senate handles millions of dollars every year; he pays all the salaries of Senators and officials and employees of the Senate; he handles the contingent fund; and he has a personnel which he has built up, which is not subject to change. We have nothing to do with it. We do not recommend anyone to him, and he is not subject to our control. We did not appoint him. His office operates under the office of the Secretary of the Senate, and it has occurred to me that if there is any office under the Senate program or control where the personnel and everyone employed should be responsible to the head of the office it is the office of the man who is responsible for the handling of all the money we appropriate for the Senate end of the Capitol.

If the office were subject to patronage changes, if it were subject to change when the control of the Senate or of the administration changed, I would not have offered the amendment, but, as I have stated, the man who is now the disbursing officer I have known since I have been in the Senate. The man who preceded him had been Disbursing Officer for a long time, and held that office until he died.

It seems to me we are not endangering by the amendment the program which is outlined in the bill, which I support, because I am going to vote for the bill, and I hope it will be passed. There are some things in it I might change, some things in it I might prefer to have different, but we have to make a start, and we will never make a start until one House of the other passes a bill.

The bill now pending will have to go to the House of Representatives. While there was a joint committee, a bill on the subject has not even been introduced in the House, I understand. I do not think the House members of the joint committee were constituted into a special committee to handle the legislation. I do not know to what committee the bill will go in the House, but obviously the House committee, whatever it may be, will go through the bill with a fine-tooth comb, and consider every section and every subsection and every provision in it. It may hold hearings on the bill, probably should do so, but that is entirely up to the House committee. We are not going to get started, however, toward any reform in the congressional procedure or modernization, unless one House or the other passes a bill and sends it to the other House.

For these reasons I am for the bill, and shall vote for it, even with what may be regarded as its imperfections, because I think we must make a start. The country expects us to do so. The whole country has approved our effort during the past year to bring the legislative process more up to date, and to remove from it the petty annoyances which distract all of us from our legislative duties.



The Senator from Maine a while ago made a very constructive argument in behalf of the pending legislation. He referred to some of his personal experiences back 45 years ago. If I could remember that far back I might be able to enlighten the Senate with respect to some of my experiences. In connection with what has been said concerning how the whole structure of government has changed, and what a change there has been in the problems that government must deal with, let me ask, How much time do we have for other things when we have devoted the time which is necessary for us to make a study of legislation dealing with the problems of government? How many of us in the Senate of the United States have time to engage in much general reading outside of the reports of committees and hearings before committees? We must familiarize ourselves with them. Every now and then I go down town to a book store and lay in a supply of new books, half a dozen at a time, and I take them home with me and say "I am going to read these books." I put them on my book shelf. Then I go into my library and there is a report from the committee dealing with rivers and harbors, or a report from the Committee on Commerce, or a report from the Committee on Appropriations, or from the Committee on Banking and Currency which I must read. And there is a bill that I must read. And here are the hearings before committees, volumes of them, that I must read.

Six months roll around, and I go down town again and buy a half dozen more books, and take them home, and I swear I am going to read them. But they take their places along with the other six that I bought 6 months before, and there they are. How many Senators have time for such reading? None of us has any time for it. It is regrettable, but it is the truth.

I remember the first time I went to Lexington, Ky., the home of Henry Clay. He had a magnificent home there, with 1,200 or 1,500 acres in beautiful blue grass. He had a magnificent mansion which still stands there, and it was known as Ashland. Ashland was the name of his home. I was taken out in the backyard under a grove of trees, and was shown a little depression which represented a path that Henry Clay had made with his feet as he walked back and forth during the recesses of Congress, with his arms folded behind him, preparing for the speeches which he would later make when Congress reassembled the following December, 6 months later. As I now remember that depression, which is grown over with grass in the back of the mansion, where Henry Clay walked and framed in his mind the marvelous speeches which he later made in Congress, I ask myself, how many Senators now would have the time to fold their arms behind them, march back and forth under a grove of trees, and prepare speeches which they would make in the Senate next January? It would be a wonderful thing if we could do that, but it simply cannot be done. But, Mr. President, whatever we can do to simplify our work and to relieve ourselves of some

of the drudgery—and much of what we must do is drudgery—we should do so as to be able to give more attention to our larger duties in the Senate.

So, Mr. President, whatever imperfections the bill contains, whatever rough edges may be found in it, which I think can be smoothed out by consideration of them in both Houses of Congress, and by committees, and in the hope that it may be done and that the situation may be improved, I am going to vote for the bill, and I hope that we may obtain a vote upon it if not today, then early Monday, before we have to take up other legislation.

Mr. President, I wanted to make that statement while I was on my feet offering the amendment which I have offered, which exempts the disbursing office from the measure, because I do not think there is any need to put the Disbursing Office under a personnel director, for the reasons I have explained.

Mr. McCLELLAN. Mr. President—  
The PRESIDING OFFICER (Mr. HOEY in the chair). Does the Senator from Kentucky yield to the Senator from Arkansas?

Mr. BARKLEY. I yield.

Mr. McCLELLAN. I am very much in sympathy with the Senator's position, particularly with respect to the disbursing office. I understand that the purpose of the legislation is to remove some of the burdens from Senators in order to enable them to give more time to matters of legislation.

Mr. BARKLEY. In other words, to try to simplify and streamline our procedure.

Mr. McCLELLAN. I should like to know what is wrong with the way the Disbursing Officer functions now. How will this legislation improve that office? What is there now about that office that can be changed in such a way as to relieve any of us from any duties we now perform, or that will promote greater efficiency in that office than as it is now conducted?

Mr. BARKLEY. I would say that that office and its conduct, and the appointment of its personnel present to us no burden, so far as we are concerned. We have nothing to do with the selection of the personnel. In answer to the Senator's question: What is wrong with the operation of the office? I do not think there is anything wrong with it. I think it is operated very efficiently.

Mr. McCLELLAN. That is just the point I want to make, if the Senator will yield further. Why are we spending time in trying to deal with such matters? Why are we spending time in trying to legislate and make changes when there is no need for certain changes, when no purpose will be served by making the changes, either by way of promoting economy or efficiency or lightening the burdens of any Senator?

Mr. BARKLEY. I think it is fair to say that in dealing with the question of personnel around the Capitol the committee were seeking to deal with all the personnel and to deal with the personnel in a uniform way. They not only were compelled to deal with the personnel at this end of the Capitol, but they were compelled to deal with it at the other end of the Capitol, where other problems

exist which may be more complicated than ours. Representatives of the other branch of the Legislature appeared before the joint committee and recommended many of these changes. But the committee itself in dealing with the entire personnel I am sure did not feel that it would be consistent with itself and its report if it exempted one or more offices, notwithstanding they are efficiently operated and that there could be no visible improvement made by the changes which are carried in this bill.

I have taken the responsibility of moving to exempt the Disbursing Officer because I think he is responsible, he is under bond, he disburses a large sum of money, and he certainly ought to pick his assistants from among those whom he trusts for honesty and integrity as well as ability and efficiency. The arguments in behalf of the exemption of that service are to me cogent.

Mr. McCLELLAN. Mr. President, will the Senator again yield?

Mr. BARKLEY. I yield.

Mr. McCLELLAN. I agree with the Senator and I am supporting his amendment. It strikes me that we should not burden the legislation with a provision of this character, which includes within its scope the activities and duties of an agency which is functioning well, and concerning which there can be no complaint, and with respect to which there will be no relief afforded the Senate, or any burden removed from the Senate by the adoption of such a provision.

Mr. BARKLEY. I should like to say that, assuming we are correct, and I think we are correct in the assumption, that this particular office is operated as efficiently and economically as any office could be operated, and as efficiently as it could be operated under the provisions of the pending bill. I do not think that is an argument that all other offices, that all the other appointments and all the other personnel and the manner of their selection should be considered in the same light as the Disbursing Office.

Mr. McCLELLAN. I do not raise the question respecting others. I am supporting the Senator's amendment, which I think is quite proper.

Mr. BARKLEY. I think the committee justifiably felt that it had to deal with all alike. It is up to the House and the Senate to make such changes as they see fit.

Mr. PEPPER. Mr. President, will the Senator yield?

Mr. BARKLEY. I yield.

Mr. PEPPER. The able Senator from Kentucky has already indicated the principle, I am sure, that actuated the distinguished Senator from Wisconsin in saying that he did not feel he could acquiesce in the amendment. He felt that there should be a uniformity of policy with respect to the employees of the Senate and the House. The only change, as I recall, so far made in the Senate was made by the amendment offered by the Senator from New York [Mr. MEAD] with respect to the employees of the Architect of the Capitol, and I understood that they were already under some kind of civil-service regulation.



Mr. BARKLEY. They are not under civil-service rule. They are under the Classification Act.

Mr. PEPPER. I call the attention of the able Senator from Kentucky to the provision on page 37, as follows:

No person shall be appointed to any office or position under the Senate or the House of Representatives except upon certification by the Director that such person is qualified for such office or position.

Would not that provision give the latitude to the Disbursing Officer that he would need in the selection of his personnel? In other words, he would not have to take any particular individual who was certified to him, but he would be limited in his choice to those who were certified? I wonder if it would not be found that that provision would give to the Disbursing Officer the latitude that he would like to have for the approval of his own personnel.

Mr. BARKLEY. If I thought it would I would not have offered the amendment. That limits the disbursing officer to those certified to him by the Personnel Director.

Mr. PEPPER. He can ask for additional certifications if he is not pleased with those which are given to him.

Mr. BARKLEY. Yes. Of course it is conceivable—I do not know whether it might ever happen, and the same argument probably could be made with regard to everyone else who is certified—it is conceivable that the Personnel Director might decide that some of those, for instance, whom Mr. Thompson has in his office now are not sufficiently efficient or trustworthy, and he would not certify them. But the personnel officer is not responsible for the handling of millions of dollars in the office of the disbursing officer. The Disbursing Officer is responsible for that, and he is bonded for that purpose, as I understand, under the Secretary of the Senate. It seems to me that his office offers a better field for fixing that responsibility on him than any other division of the employees of either the House or the Senate. The same might apply in the House of Representatives to the Disbursing Officer of that body. The Sergeant at Arms disburses certain funds in the House, and the Clerk of the House disburses certain other funds. The House has a little different arrangement from that in the Senate.

Mr. PEPPER. Does not the Senator think that what the bill does is analogous to what is done in the administrative agencies, for example, in the Treasury? As I understand, at the present time the office of Treasurer of the United States, which certainly handles many fiscal matters, the Bureau of the Budget, the Office of Comptroller of the Currency, and other offices are on a similar basis. Their personnel must come through the civil-service system. All appointments must be made from groups approved by the Civil Service Commission. I do not see any reason in principle why the Disbursing Officer of the Senate should be in any different situation.

Mr. BARKLEY. There is probably an analogy. Employees in all the departments are under civil service. They are

required to take a civil-service examination and be certified. The three highest on the list are eligible, and the appointing power may select any one of the three. Under the terms of the bill appointees are not required to take a civil-service examination or any other kind of examination. They are certified as being efficient. The personnel director might establish a standard of his own by which he would be guided in certifying to the Disbursing Officer clerks, deputies, and others under him who are to handle funds; but there is no requirement that he should do so. There is a requirement that all the appointees down-town shall be examined by the Civil Service Commission. They must be certified as the result of an examination. Then the appointing authority has the latitude of selecting any one of the three highest on the list.

Mr. McCLELLAN. Mr. President, will the Senator yield for one further question?

Mr. BARKLEY. I yield.

Mr. McCLELLAN. Is it the Senator's interpretation of the provisions of the bill that if it were enacted, immediately the personnel now employed by the Senate, which would come under the jurisdiction of the Personnel Director, would be subject to the classification which the director might make, and that they could not continue to work until such time as they were certified by the director?

Mr. BARKLEY. No; I do not so understand the bill; and I think it does not so provide. The bill provides that the Personnel Director shall report a plan to Congress. We have amended the provisions of the bill so as to provide that if that plan is never adopted by the Congress it will never become effective, and things will continue as they now are. After the bill is passed, unless the Personnel Director reports a plan to the Congress and the plan is then adopted, it does not become effective. It would have no effect upon the present methods of employment.

Mr. McCLELLAN. After the bill is enacted and becomes law the Personnel Director will really have no authority to do anything but submit a plan; and until such time as Congress adopts the plan there will be no change in the present situation. Is that correct?

Mr. LA FOLLETTE. Mr. President—

Mr. BARKLEY. I yield to the Senator from Wisconsin.

Mr. LA FOLLETTE. There is still one section which has not been affected by that provision, and that is the section relating to the selection of the Director and the Assistant Director of the Legislative Reference Division of the Library of Congress. Those positions are filled by the Librarian of Congress, who is appointed by the President and whose nomination is confirmed by the Senate. Under this proposal to increase and improve the efficiency of that service, it was the feeling of the committee that the Director and Assistant Director of that division of the Library, designed to serve the Congress, should be appointed on the recommendation and certification of the Director of Congressional Personnel, so that that arm of the Library would really

be under the jurisdiction of someone representing the Congress itself. That provision is still in the bill. I simply wished to make that clear. But otherwise, so far as all other employees are concerned, since the adoption of the Johnson amendment, the Director of Personnel would have no power except to prepare a plan and submit it for the consideration of the Congress.

Mr. McCLELLAN. Unless Congress should approve the plan, it would not be effective, and in effect we would have no Director.

Mr. LA FOLLETTE. That is correct.

Mr. CONNALLY. Mr. President, I do not care to consume more than a few moments of the time of the Senate, and I apologize to the Senate for taking any of its time. However, I did not wish to have the bill passed without placing in the RECORD very briefly some of the reasons for my attitude.

I regret very much that I cannot support the bill, although I have the highest regard for the distinguished Senator from Wisconsin, its author.

A little while ago the Senator from Kentucky [Mr. BARKLEY] made a very moving appeal on behalf of the bill. Then he said, "Wait a minute. Here are some jobs in which we must have honest men. Here are some jobs in which we must have men who are loyal. Here are some jobs in which we must have persons who are efficient. Therefore I move to exempt them."

I would like to have all of them efficient. I would like to have all of them honest. I would like to have all of them reliable. I am for the amendment of the Senator from Kentucky, because I believe that the more we exempt from the bill the greater the improvement of the bill.

Mr. President, this bill is so abhorrent to my concept of the duties and responsibilities of the Senate that I simply cannot support it. If the Senate is falling into disrepute in the country—and I believe the Senator from Kentucky stated that the country expected this bill to pass—

Mr. BARKLEY. Mr. President—

Mr. CONNALLY. The country does not know anything about the bill.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. CONNALLY. I yield.

Mr. BARKLEY. I did not say that the country expected the bill to pass. I said that the country expects us to make some improvement in the procedure of the Senate, whether through this bill or by some other means.

Mr. CONNALLY. I accept the correction of the Senator. Everyone hopes for improvement in every line. But, of course, the people of the country generally do not know what is in the bill. Even Members of the Senate are not entirely familiar with everything contained in the bill.

The point I am making is that we are discrediting ourselves before the country by telling the country that we have been operating the Senate in such a slipshod way that it must be reformed and streamlined, and we must get some people with sense to tell us what to do—some experts. I have had a great deal of contact with



experts. If I am to have one around me, I should like to select him myself. If I have any in my committee, I want to know who they are.

Mr. President, the Constitution of the United States is still written in the book, whether it is very much regarded or not. I am sure that this language has been read a dozen times during the debate:

Each House may determine the rules of its proceedings, punish its Members for disorderly behavior, and, with the concurrence of two-thirds, expel a Member.

There is authority for the Senate to do whatever it wishes to do with respect to its rules. If we need to reduce the number of committees, the Senate can do it. We do not need to ask any personnel director about it. We do not need to ask the House of Representatives about it. We do not need to ask the White House about it. All we have to do is to do it ourselves. If anything is wrong with the procedure in this body, why do we not correct it?

The Senator from Kentucky tells us that the country expects us to improve things. If this is the Senator's plan for improvement, I cannot go along with it. I love to follow him because he is a great leader. He deserves great credit. He makes great speeches, but I cannot follow the Senator on this proposal unless he exempts everyone under it, as he wishes to exempt employees of the Disbursing Office. I agree with him as to the Disbursing Office.

Mr. President, in my judgment, this bill is a repudiation of our responsibility. The responsibility for the conduct of the Senate—its committees, its rules, and its distribution of authority among the committees—is our responsibility, and I will not vote to hand over that responsibility to a personnel director or any other kind of director who will come into this Chamber and tell us what we shall do and what we shall not do. As I understand, that is what the bill provides.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. CONNALLY. I yield.

Mr. LA FOLLETTE. I am sure that the Senator would not wish to make any statement about the measure which is not justified by what the committee believes to be the proposal. The Senator has been very busy getting ready for his next trip abroad—

Mr. CONNALLY. Of course, I do not know anything about the subject.

Mr. LA FOLLETTE. I do not know whether the Senator is aware that today an amendment was adopted which provides that the staffs which the bill proposes for committees of the Congress shall be taken out from under the power of the Director of Personnel to make any recommendation. That amendment would give the committees themselves the authority to select the personnel and to discharge them. So the Director of Personnel would have no authority to tell the Senate or the House of Representatives to do anything.

Mr. CONNALLY. Does the Senator regard that as an improvement on the bill?

Mr. LA FOLLETTE. No; I do not regard it as an improvement on the bill.

Mr. CONNALLY. The Senator is urging me to vote for the bill because some-

thing in the bill that was offensive has been removed.

Mr. LA FOLLETTE. No; but the Senator made a statement to the effect that we did not need any director to tell the Senate what to do. I simply wish to make it clear that as the bill now stands there is no such provision in it.

Mr. CONNALLY. The bill may not stand very long in that form, because when it goes to the House or to conference it may be changed.

Mr. President, I am protesting against the whole theory that we must hand over to someone else the power to make rules and regulations for the Senate because we have not the ability, the courage, or the sense of responsibility to do it ourselves.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. CONNALLY. I yield.

Mr. McKELLAR. I wish to follow the distinguished Senator from Wisconsin—

Mr. CONNALLY. The Senator is free to follow him. I do not propose to follow him.

Mr. McKELLAR. I shall vote against the bill, of course. But I am speaking about the explanation which he has just made. I have been wondering, after reading the bill, what there would be for the Appropriations Committee to do. Under the original scheme it was to be turned over to 44 experts chosen by the Director General—

Mr. BARKLEY. The Director of Personnel.

Mr. McKELLAR. No; I think he has a higher title than that—at any rate, the controller of the Senate, in fact, whatever name may be given him in the bill. I was wondering what would be the function of the Appropriations Committee. I thought every particle of authority and duty which it has would be taken away from the committee, according to the provisions of the bill, and would be turned over to the 44 experts and the Director General or to the 44 experts under the Director General, for all of them would be chosen by him.

But I find, and I wish to call the attention of the Senator to this point, that the special committee has been exceedingly generous in behalf of the Appropriations Committee. It has honored us so greatly that I feel that I should call the attention of the Senate to the provision on page 33, under the heading (d):

The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued.

Mr. President, the inclusion of that provision is a splendid job. It is true that all the committee's other powers would be taken away and the Director General and the 44 experts would see to it if the original theory of the bill were carried out, that the committee would have practically no other powers. But the committee would be given the power to look into or to study existing permanent appropriations.

According to the bill, the committee would be given another power, according to the provisions which I now read:

And (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

That would be the jurisdiction of the Appropriations Committee, if the bill as originally presented were passed.

I do not know what will be the effect of the amendment of the Senator from Colorado [Mr. JOHNSON] which has been agreed to. Even though it has been adopted, of course, it can go out in conference at any time, if the bill gets a good start.

But however that may be, what a wonderful committee the Appropriations Committee now will be, with jurisdiction over certain expenses and with the right to look into and to make an examination in respect to limiting the number of permanent appropriations. It will be a wonderful Appropriations Committee.

I was wondering what the former distinguished Senator from Wyoming, the late Senator Warren, who was chairman of that committee so long and who so honored himself and the country by his conduct of the affairs of that committee and what the late distinguished Senator Glass, of Virginia, that able and splendid man who so long looked after the affairs of the committee, and under whom the affairs of the committee and the Government were so efficiently run, would have to say about this matter.

I thank the Senator.

Mr. CONNALLY. Mr. President, I have said about all I care to say regarding this matter. I simply wish to state for the RECORD that I am against the bill. No matter how much it is amended unless all after the enacting clause is stricken out, I expect to vote against it.

Mr. McCLELLAN. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. McCLELLAN. So many amendments have been offered to the bill that it has been difficult to follow them. I should like to inquire whether section 243, on page 50, particularly subsection (a) is still in the bill, or whether it has been stricken out.

The PRESIDING OFFICER. The Chair is advised that the bill has been sent to the office of the Secretary, and is not available at the moment.

Mr. LA FOLLETTE. Mr. President, let me inquire what part of the bill the Senator has in mind.

Mr. McCLELLAN. Section 243, on page 50. Is that still in the bill?

Mr. LA FOLLETTE. It is still in the bill. It has not been amended.

Mr. McCLELLAN. I move—

Mr. BARKLEY. Mr. President, there is pending an amendment which has not been voted upon.

Mr. McCLELLAN. I am sorry.

The PRESIDING OFFICER. An amendment is pending at this time.

Mr. McKELLAR. Mr. President, will the Senator from Arkansas yield to me for a moment?

Mr. McCLELLAN. I yield the floor, inasmuch as an amendment is pending.

Mr. McKELLAR. I understand that when the pending amendment is agreed to—



The **PRESIDING OFFICER**. The pending amendment has not yet been voted upon.

Mr. **McKELLAR**. I understand that when the amendment of the Senator from Kentucky is agreed to the Senator from Kentucky proposes to move that the Senate adjourn or take a recess until Monday. If that is the case, perhaps it would suit the Senator from Arkansas just as well to offer his amendment on Monday.

Mr. **McCLELLAN**. Mr. President, will the Senator yield?

Mr. **McKELLAR**. I yield.

Mr. **McCLELLAN**. That would suit me very well. I thought the amendment of the Senator from Kentucky had been agreed to when I asked for the floor. If it is the purpose to have the Senate take a recess until Monday I shall be glad to withhold the amendments which I have.

At this time I should like to call the attention of my colleagues to an amendment which I shall propose on Monday. A copy of it is at the desk. The amendment is printed, and I invite consideration of it in the meantime.

So, Mr. President, I shall withhold offering my amendments tonight, if it is the purpose to take a recess at this time.

Mr. **BARKLEY**. Mr. President, I wish to make an explanation in connection with the statement made by the Senator from Tennessee. After consulting with the Senator from Wisconsin as to how long he wished to have the Senate proceed this afternoon, he indicated that it would be agreeable to him to have a recess taken at around 5 o'clock. The Senator has suggested that there is another amendment which he believes we might vote on before taking a recess. The amendment pertains to the pages.

Mr. **LA FOLLETTE**. That is the one which I think the Senator from Arkansas was about to offer.

Mr. **McCLELLAN**. Yes; I do intend to offer the amendment, and I should like to discuss it. I intend to move to strike from the bill the section with reference to the pages. I should like to discuss that matter. I do not know how long the discussion will take.

Mr. **BARKLEY**. Mr. President, let us first vote on the pending amendment.

The **PRESIDING OFFICER**. The question is on agreeing to the amendment of the Senator from Kentucky, on page 37, in line 25. [Putting the question.]

Mr. **McCLELLAN**. I ask for a division.

Mr. **McMAHON**. Mr. President, a parliamentary inquiry.

The **PRESIDING OFFICER**. The Senator will state it.

Mr. **McMAHON**. What is the pending question?

The **PRESIDING OFFICER**. The question is on agreeing to the amendment of the Senator from Kentucky, on page 37, in line 25, exempting the Disbursing Office from the provisions of the bill. A division has been requested.

On a division, the amendment was rejected.

Mr. **McCLELLAN**. Mr. President, is any amendment now pending?

The **PRESIDING OFFICER**. No.

Mr. **McCLELLAN**. If no other amendment is to be offered at this time, I offer the following amendment: On page 50, strike out subsection (a) of section 243.

If it is the purpose of the majority

leader to move that the Senate take a recess at this time, I am perfectly willing to postpone my discussion of the amendment.

Mr. **BARKLEY**. What is the wish of the Senator from Wisconsin?

Mr. **LA FOLLETTE**. Mr. President, I am perfectly willing to dispose of the amendment now, if we can do so within a reasonable time this evening. I do not believe consideration of the amendment will take very long. I believe I shall be able to make, in 5 or 6 minutes, a statement as to the reasons for incorporating the provision in the bill, and I shall do so after the Senator from Arkansas has concluded his remarks.

Mr. **BARKLEY**. Mr. President, let me say that after the Senator's amendment is disposed of, I shall move that the Senate take a recess until Monday. I shall make the motion; of course, I cannot say whether it will be agreed to.

Mr. **McCLELLAN**. Mr. President, I should like to discuss the amendment which I have offered. I do not know how long it is intended to have the Senate remain in session today, but I certainly think a quorum should be present when the amendment I have offered is voted upon. I certainly think Senators should give the amendment serious consideration.

I do not favor the provision of the bill to which my amendment relates. In fact, there are many other provisions of the bill which I do not favor. However, I wish to say at the outset that there are some provisions of the bill which I think have real merit. I shall not take time this afternoon, inasmuch as the bill will not reach a final vote today, to discuss some of the provisions of the bill which I expect to discuss before it is finally voted upon.

But I do wish to say now that the general objective of title I; namely, to try to reduce the number of committees and to try to consolidate the work of the committees, and also some of the benefits which will flow from a consolidation of committees appeal to me. I certainly am in sympathy with those general objectives. I am quite sure that the committee has undertaken, in at least that respect, to reduce the number of committees and to consolidate them and to arrange the committee work of the Senate in such a way as to try, at least, to enable Senators to give more effective consideration to the committee work and to do more effective work in connection with the proceedings of committees.

As the situation now stands, we know that very often there is conflict between the meetings of various committees. Most Senators are members of a number of committees; and when two committees on which a Senator sits are meeting at the same time, it is impossible for him to attend both meetings, however important both may be. I do not believe that a consolidation of committees would necessarily eliminate all the conflict which results from two or more committees meeting at the same time. We must bear in mind that whether we have one committee, a dozen committees, or whatever the number may be, there is a certain amount of work which must necessarily be performed in the process of

getting proposed legislation ready to be brought to the floor of the Senate. By the time we place this proposal in effect and reorganize our committees so as to cover all the various jurisdictions which it will be necessary for them to have, it will be necessary to appoint many subcommittees. Whether a Senator serves on a subcommittee or on a full committee, it will make but very little difference. His time will be fully occupied and, in my opinion, there will be frequent conflicts between the meetings of subcommittees to which a Member of the Senate has been appointed.

However, Mr. President, if this bill were enacted into law it would result in various bills pertaining to certain functions of the Government being referred in accordance with the reorganization plan.

The bill contains other provisions which I shall not discuss at this time. Some of those provisions are subject to study, and would necessitate a revision of our present procedure in order to solve some of our problems in connection with the expedition of our work. I shall not refer to them by title at the present time. I may go into that matter next Monday.

Mr. President, my principal objection to the bill, and one which I have difficulty in overcoming, is with regard to title II. There may be a section here and there under that title which contains some real merit. However, I believe that the bill goes pretty far afield in undertaking even to relieve the Members of the Senate from their present burdens. In the first place, the title undertakes to delegate powers to a personnel director which will enable him to take over all jurisdiction with respect to the selection of employees of the Senate. In other words, the bill provides virtually for a one-man civil-service director who will exercise jurisdiction over the employees of the Congress. That is what the bill amounts to. By the time the plan has been formulated and the Director has completed the matter of classification and qualification as set forth in paragraph 1 of section 201 (d), which provides that he shall prepare a plan for a modern personnel system for all the employees of the Senate and House of Representatives covering qualification standards, job classifications, tenure of employment, pay schedules, rule for promotion and pay increases, leave, retirement, and other matters pertaining thereto, the Director will have performed the duties prescribed for him under this section and will have set up what will be equivalent to a civil-service bureau for the direction and regulation of all employees of the Congress of the United States, except those who may be employed personally by Senators and Representatives, and those who have been exempted under certain amendments which have already been agreed to.

Mr. President, in connection with the pending amendment, I may say that I can see no justification whatever for the Congress passing a law requiring that all pages who serve in the Senate and in the House of Representatives shall be from the District of Columbia or from the metropolitan area of the District of Columbia. As I interpret the section which covers the matter, it precludes



disqualifies, and makes ineligible any boy to serve as a page in either House of the Congress unless he is either a resident in the metropolitan area of the District of Columbia, or his parents move to the District and he resides with them in their home. I presume that, under this section, they could temporarily maintain their residence in another State. But the section requires that no boy may serve as a page in the Senate or in the House of Representatives unless his parents live within the District and he lives with them, or unless his guardian lives within the District and he lives with his guardian, or unless he lives in an orphanage. Many boys could not qualify to live in an orphanage. Some could. But what I object to is the Congress enacting a law which, in its effect and practical application, renders ineligible any boy in the United States to serve as a page in the Senate or in the House of Representatives unless his parents move to Washington, D. C., and he lives there with them while serving as a page.

Mr. President, there should be no reason for wishing to exclude any boy from having an opportunity to serve in one or the other of the bodies of the Congress merely because he happens to live in one of the States and is not a resident of the District of Columbia. I asked the Secretary of the Senate today to check his record and give me information with reference to the number of boys who are now serving as pages. He told me that there are 21 pages now serving the Senate. Of that number the legal residence of 16 is not in the District of Columbia. In other words, they came from one or more of the several States. Only 5 of them are legal residents of the District of Columbia. The parents of some of the others may live in the District temporarily. I do not know about that.

Mr. President, there is no boy from my State who is now serving as a page in the Senate. There may be some boy from my State who is serving as a page in the House of Representatives. I am not informed with regard to that. However, there are boys who came from various States to serve as pages in both bodies of the Congress. They came seeking an opportunity to learn how their Government operates. They also sought an opportunity to attend school within the District while working as pages and receiving compensation. I do not know when I shall receive an application from some boy or the parents of some boy in my State to afford an opportunity for that boy to come to Washington and act as a page in the National Congress. I may not receive such an application for a long time. But, Mr. President, I will not cast a vote in this body for a measure which will make ineligible any boy in my State who may decide some day that he wishes to have the opportunity and the privilege of serving as a page in the United States Senate. That is why I asked a while ago what would be the effect of this legislation upon pages who are already serving. They are here now because of the patronage system. I do not think that the patronage system is entirely wrong. However, we are now being asked to say to these boys, "We will assume no further responsibility over you. We will absolve ourselves of any

further responsibility over you. We will name a personnel director, and you will be required to go to him and obtain permission to serve as a page in the United States Senate."

I agree with what the senior Senator from Texas [Mr. CONNALLY] said a few moments ago. I am not one of those who want to admit that the time has come when the Senate of the United States, vested with the power that is given it under the Constitution to make its own rules and employ its own assistants, has become so impotent, or has become so involved with greater problems, that it can no longer give the necessary attention to the selection of the employees who serve it.

Mr. President, the bill absolutely places all the pages, as well as the elevator boys, under the proposed Director of Personnel. Many a boy here today is running an elevator in order to draw a little pay to sustain him while he goes to school at night. It is his only hope of getting an education. Are my colleagues ready to say they are not willing to keep that much responsibility as Senators of the United States, so that they may give some humble citizen in their States, some boy, this privilege, by reason of their right and their authority as United States Senators?

Do Senators want to delegate away their power, no longer accept their responsibility, turn it over to a Personnel Director to say whether boys will have opportunity to come here and work in one of these positions, so as to be able to pay their way through school?

Mr. BARKLEY. Mr. President, will the Senator from Arkansas yield?

Mr. McCLELLAN. I yield.

Mr. BARKLEY. In view of the announcement made a moment ago that the Senator would ask that a quorum be present when his amendment is voted on—

Mr. McCLELLAN. I shall want a quorum present when the amendment is voted on.

Mr. BARKLEY. And in view of the fact that I do not wish to force another quorum call this afternoon before recessing, I wondered whether the Senator would be willing to desist now so that we might recess until Monday?

Mr. McCLELLAN. Yes. I shall be very happy to. I was perfectly willing to do that before I offered the amendment.

Mr. BARKLEY. I thought we would remain in session until 5 o'clock to see if we could not dispose of the amendment.

Mr. McCLELLAN. I assume that I will be entitled to the floor when the Senate reconvenes Monday.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### EXECUTIVE SESSION

Mr. BARKLEY. I move that the Senate proceed to the consideration of executive business.

The motion was agreed to; and the Senate proceeded to the consideration of executive business.

The PRESIDING OFFICER. Reports of committees are in order. If there be no reports of committees, the clerk will state the nomination on the Executive Calendar.

#### NOMINATION PASSED OVER—DEPARTMENT OF STATE

The legislative clerk read the nomination of Charles Fahy to be legal adviser of the Department of State.

Mr. BARKLEY. Mr. President, that nomination will have to go over again.

The PRESIDING OFFICER. Without objection, the nomination will be passed over.

#### UNITED STATES PUBLIC HEALTH SERVICE

The legislative clerk proceeded to read sundry nominations in the Public Health Service.

Mr. BARKLEY. I ask unanimous consent that the Public Health Service nominations be confirmed en bloc.

The PRESIDING OFFICER. Without objection, the nominations are confirmed en bloc.

Mr. BARKLEY. I ask unanimous consent that the President be immediately notified of all confirmations of today.

The PRESIDING OFFICER. Without objection, the President will be notified forthwith.

#### RECESS TO MONDAY

Mr. BARKLEY. As in legislative session, under the order already made, I move that the Senate take a recess until Monday next at 11 o'clock a. m.

The motion was agreed to; and (at 5 o'clock and 4 minutes p. m.) the Senate took a recess, the recess being, under the order previously entered, until Monday, June 10, 1946, at 11 o'clock a. m.

#### CONFIRMATIONS

Executive nominations confirmed by the Senate June 8 (legislative day of March 5), 1946:

#### UNITED STATES PUBLIC HEALTH SERVICE APPOINTMENTS AND PROMOTIONS IN THE REGULAR CORPS

To be senior assistant surgeon, effective date of oath of office

James A. Hunter, Jr.

To be assistant sanitary engineers, effective date of oath of office

Conrad P. Straub

Arthur H. Neill

Christian A. Hansen

To be senior assistant sanitary engineers, effective date of oath of office

Russell W. Hart.

Paul C. Henderson

To be scientist director, effective date of oath of office

Ralph W. G. Wyckoff

Senior assistant surgeons to be surgeons

Leonard A. Scheele Alexander G. Gilliam

Warren P. Dearing James C. Archer

Assistant surgeons to be senior assistant surgeons

Robert L. Cannon Louis C. Floyd

Merle Bundy Fred W. Harb

Ira Avrin James L. Hart

Robert J. Huebner John W. Murray, Jr.

John K. McBane Arthur L. Koven

Griffith E. Quinby Leo P. Krall

Senior dental surgeon to be dental director

Ozias Paquin, Jr.

Senior assistant dental surgeons to be dental surgeons

Bruce D. Forsyth Ralph S. Lloyd

John W. Knutson William P. Kroschel

George E. Jones

Sanitary engineers to be senior sanitary engineers

Judson L. Robertson John J. Bloomfield

Charles T. Wright Henry A. Johnson



# S. 2177

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IN THE SENATE OF THE UNITED STATES

JUNE 8 (legislative day, MARCH 5), 1946

Ordered to lie on the table and to be printed

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## AMENDMENT

Intended to be proposed by Mr. HILL to the bill (S. 2177)  
to provide for increased efficiency in the legislative branch  
of the Government, viz: On page 69, after line 21, insert  
the following:

- 1       (1) Any claim arising from the activities of the Ten-
- 2 nessee Valley Authority.



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## **AMENDMENT**

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Intended to be proposed by Mr. Hull to the bill  
(S. 2177) to provide for increased efficiency  
in the legislative branch of the Government.

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JUNE 8 (legislative day, MARCH 5), 1946

Ordered to lie on the table and to be printed

# S. 2177

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## IN THE SENATE OF THE UNITED STATES

JUNE 8 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed

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## AMENDMENT

Intended to be proposed by Mr. JOHNSON of Colorado to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, viz:

- 1       On page 37, line 5, change the period to a semicolon
- 2   and insert the following: "but no such certification shall be
- 3   required with respect to incumbent employees who have
- 4   been in the service of the Senate or the House of Repre-
- 5   sentatives or both for a period of ten years."



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## AMENDMENT

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Intended to be proposed by Mr. JOHNSON of Colorado to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

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JUNE 8 (legislative day, MARCH 5), 1946  
Ordered to lie on the table and to be printed







# DIGEST OF CONGRESSIONAL PROCEEDINGS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued June 11, 1946  
For actions of June 10, 1946  
79th-2nd, No. 111

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**HIGHLIGHTS:** Senate passed congressional-reorganization bill; Sen. Murray inserted report from USDA on bill. Senate made price-control bill unfinished business; Sen. Barkley expects regular Sat. sessions during remainder of session. Senate committee reported nomination of Snyder to be Secretary of Treasury. House committee reported bills to prohibit 1947 peanut marketing quotas and to require peanut acreage allotments in future years to be at least as large as for 1941. House committee reported bill to authorize reseeding of Federal lands.

## SENATE

1. CONGRESSIONAL REORGANIZATION. Passed, 49-16, with amendments S. 2177, to provide for increased efficiency in the legislative branch (pp. 6672-703).

Agreed to the following amendments:

By Sen. La Follette, Wis., to strike out the prohibition against transfer of appropriations (June 8, pp. 6644).

By Sen. La Follette, to permit the Appropriations Committee to have 21 members (pp. 6686-8).

By Sen. La Follette, to strike out the provision for a Director of Congressional Personnel (pp. 6686-8).

Rejected the following amendments:

By Sen. McClellan, Ark., to provide for a Joint Committee on Administrative Practices and Efficiency (pp. 6689-91).

By Sen. Byrd, Va., to provide members of Congress with the same retirement benefits as civil-service employees, by a 22-43 vote (p. 6700).

Sen. Murray, Mont., inserted reports on the bill from the Budget Bureau, this Department, and other departments (pp. 6700-2). Sen. McClellan criticized the provision for experts in the Legislative Reference Service, stating that such experts are already employed in the departments and mentioning this Department as an example (p. 6676).

2. PRICE CONTROL. H. R. 6042, the price-control bill, was made the unfinished business (p. 6703).

As reported by the Senate committee, this bill provides as follows: Continues the Price Control and Stabilization Acts until June 30, 1947. Requires the President, by Jan. 15, 1947, to recommend any needed legislation to establish monetary and other policies which will insure that general price and wage



control can be ended by that time. Requires him by April 1, 1947, to report to Congress any items which should be controlled after June 30, 1947.

Provides that the Secretary of Agriculture shall certify to the Price Administrator which agricultural commodities are in short supply, and that no maximum price shall be applicable to any other agricultural commodity during any month which begins more than 30 days after enactment. Authorizes the Secretary to cause maximum prices to be adjusted if they impede production. Provides for removal by Dec. 31, 1946, of price controls on agricultural commodities not important in relation to business costs or living costs. Requires removal by June 30, 1946, of price control on livestock, poultry, eggs, and milk and their products. Provides for re-control of de-controlled commodities upon the recommendation of the Secretary. Provides that the Secretary's functions under this bill shall not be subject to direction or control of any other appointive official. Prohibits control of commodities not under control prior to Apr. 1. Provides that current cost of cotton when higher than parity, must be used in determining the maximum price of an item. Provides for a 5% increase in maximum price for cotton-textile producers who meet certain production goals.

Establishes a Price Decontrol Board to review decisions of the Price Administrator and the Secretary of Agriculture when they fail to remove controls on the recommendation of an industry advisory committee.

Authorizes CCC and RFC subsidies of \$1,100,000,000 for the fiscal year 1947, including \$969,000,000 for non-crop programs, 1946 crop program operations, 1947 crop program operations relating to sugar, etc. Requires termination of subsidies by May 1, 1947, and provides for increases in maximum prices as subsidies are terminated. Makes fish an agricultural commodity for the purposes of this bill and requires that maximum prices of fish and their products shall not be less than 1942 average price. Includes various provisions regarding restaurants, retail industries, non-agricultural commodities, enforcement, and suspension of licenses.

3. APPROPRIATIONS. In reporting the Interior, Treasury-Post Office, Navy, and 3rd urgent deficiency bills (see Digest 111), the Appropriations Committee inserted an amendment prohibiting salary and wage payments to employees who strike or assert the right to strike against the Government, or employees who are members of organizations that assert such right. In addition, the Committee amendments include the following:

Interior: Increased the total from \$179,426,847 (House Bill) to \$329,337,438 (Budget estimates were \$350,357,270; 1946 appropriations were \$203,526,412). Inserted an amendment to permit the Bureau of Indian Affairs to obtain surplus property from the Department of Agriculture and other agencies without exchange of funds.

Treasury-Post Office: Increased by 10% the limitations on typewriter prices for Government purchases.

Navy: Amended in several respects the provision requiring disposal agencies to maintain, handle, etc., surplus property turned over by Navy, including an authorization for Navy and the disposal agencies to agree on a basis for determining expenses.

3rd urgent deficiency: Changed the provision ratifying obligations incurred during the fiscal year 1947 if annual appropriation acts are not enacted by July 1, so that the provision applies to all 1947 appropriations whether included in annual acts or not.

4. FISHERIES. Sen. Magnuson, Wash., discussed fisheries possibilities in connection with the Columbia River development (pp. 6703-6).



sonnel. It contains, however, sufficient safeguards assuring appointment of qualified personnel by requiring appointees to meet standards established in accordance with regulations of the President.

Section 3 (c) of the enclosed draft amends section 208 of the Public Health Service Act by inserting a new subsection (c). This new subsection would authorize the Administrator to issue, under the seal of the Federal Security Agency, commissions evidencing the appointment of officers in the Regular or Reserve Corps by the President. This is similar to authority already given under existing law to other agencies of the Government to which commissioned officers may be appointed (see, e. g., the act of March 3, 1875, as amended, 5 U. S. C. 11). It is also authority which the Secretary of the Treasury exercised when the Public Health Service was in his department.

Section 3 (d) of the enclosed draft further amends section 208 of the Public Health Service Act by adding another new subsection (subsec. (h)) under which commissioned officers on continuous and uninterrupted active duty would not ordinarily be required to renew their oaths of office upon change of grade. Renewal of the oath of office in such cases seems an unnecessary administrative burden. Existing law already exempts Army officers from such a requirement. This amendment makes unnecessary the provision in section 210 (a) (1) of the Public Health Service Act eliminating the requirement of renewal of oath of office in case of temporary wartime promotions. Section 5 of the enclosed draft amends that section of the act accordingly.

Section 4 is merely a technical drafting amendment necessitated by the redesignation, in section 3 (c) of the draft, of the various subsections in section 208 of the Public Health Service Act.

Section 6 (a) of the draft amends the first sentence of section 211 (b) of the Public Health Service Act. It would add to the existing compulsory retirement of commissioned officers of the Regular Corps at age 64 an optional retirement at the age of 60 years, provided they have completed 30 years of active service. This provision is in keeping with the general trend toward earlier retirement throughout both government and industry, although it is less liberal than existing provisions for the other commissioned services.

Section 6 (b) of the draft is merely a technical drafting amendment required by reason of the amendment proposed in section 6 (a).

Section 6 (c) of the draft further amends section 211 of the Public Health Service Act by the addition of a new subsection. This amendment is also of a technical nature designed merely to clarify existing authority in respect to retired pay of officers. At the present time the Service is somewhat doubtful as to the consequences of a Reserve officer's recovery from a disability for which he has been retired and for which he is receiving retired pay. The proposed new subsection would remove these doubts by providing for termination of the retired pay in case of recovery. It would also prescribe suspension of a retired officer's pay for refusal to submit without good cause to a medical examination, and for termination of the pay if the failure to submit to the medical examination continues for 6 months.

Section 7 of the enclosed draft further amends section 212 of the Public Health Service Act by the addition of a new subsection (subsec. (e)). Under the present section 212, commissioned officers of the Service are entitled, with respect to their service on detail to the Army, Navy, or Coast Guard, their service outside of the continental United States in time of war, and active service while the Public Health Service is a part of the armed forces, to the same benefits as were

provided on account of active commissioned Army service on July 1, 1944, the date of enactment of the Public Health Service Act. However, there were excluded from the benefits those which are provided for specifically elsewhere in the Public Health Service Act, as well as reemployment rights for Regular officers and Reserve officers called to active duty prior to November 11, 1943. Also excluded are the benefits of the Mustering-Out Payment Act of 1944.

The amended section 212 would remove the differences between the Service and other branches of the armed forces in regard to military benefits by speaking as of the date of enactment of the enclosed draft for all officers of the Service who are on active duty on that date. For any officer not on active duty then, but who is entitled to full military benefits by reason of service while the Public Health Service is a part of the military forces or otherwise, the amended section would speak as of the date when his service ceased. The new subsection (e) would also eliminate the exclusion of mustering-out pay from the benefits available to officers entitled to full military benefits. This would seem a logical complement of the extension of full military benefits to all benefits provided for Army service as of the time of enactment of the enclosed draft. Since the Service has been made a part of the military forces of the United States under Executive Order No. 9575 (June 21, 1945, effective July 29, 1945), it seems reasonable that all benefits appertaining to military status should be made available to officers of the Public Health Service as well as to the other commissioned services.

Section 8 of the draft would add a new section to title II of the Public Health Service Act. The new section 218 would authorize the Service to provide, subject to any limitations contained in the appropriations for the pay and allowances of commissioned officers, training for commissioned officers of the Regular Corps through payment of their tuition, fees, and other expenses while attending educational institutions. In public health, as in the sciences generally, progress is a function of an almost continuous process of learning. The Service in order to discharge its functions effectively must keep abreast of the several sciences upon which its work rests.

The field of these sciences, however, is much too large to be encompassed completely by any single organization. Discoveries, new knowledge, and new techniques originate from the widest variety of sources. Accordingly, it is essential that the Service be able to take advantage of such new knowledge by keeping its own officers adequately informed not alone through in-service training, but also through sending them to the institutions where such knowledge can most readily be imparted to them.

Section 9 of the draft, which adds a new part to title III of the Public Health Service Act, is essentially a technical amendment designed to give to the Service explicit authority which has in the past been assumed to exist under the provisions of section 314 of the Public Health Service Act. Under the existing provisions the Public Health Service has in the past given money to the States for use in public health work, and part of these funds has been used to assist accredited schools of public health in providing facilities for training public health personnel for use throughout the country. On these the entire country must depend for its formally trained public health personnel.

It has been the experience of these schools that to provide one academic year of training for a postgraduate student it costs the school approximately \$1,000 over and above any revenues it derives from the individual student. Some of these schools are State-owned. Others are supported through endowments. In neither case are the budgets available to them adequate to satisfy the

large backlog of need for trained personnel that has accumulated during the war. Moreover, the State institutions quite properly point out the inequity of having a single State bear the extra expense of training personnel admitted from other States. Since almost 100 percent of the students of these schools go into public service, the desirability of giving them the much needed assistance is unquestionable. The new part H of title III of the Public Health Service Act attempts not only to provide a reasonable formula for making allotments in the program as here expanded, but also to include the safeguards that are considered desirable in relation to grants for construction for carrying out this program of training. It is anticipated that the construction grants will never be large. There will, however, be instances when a small amount of aid for renovation or expansion of physical facilities will provide returns in education all out of proportion to the amounts expended.

Section 10 of the enclosed draft, which amends section 402 of the Public Health Service Act by the addition of a new subsection, is designed to aid the Public Health Service to carry out one of the stated purposes of title IV of the act, viz, "to provide training and instruction in technical matters relating to the diagnosis and treatment of cancer" (section 402 (c) of Public Law 410). Some of the needed training in cancer work can be provided through fellowships pursuant to section 402 (d). If, however, the training program is to be developed in any reasonable relation to the enormity of the need for adequately trained personnel, training facilities must be vastly expanded. At the moment they are extremely limited. All too often the highly developed pedagogical facilities have access to only a limited amount of clinical material; and even more often only limited teaching facilities exist in institutions where clinical material is abundant. To bring the many and varied needed skills and equipment together and at the same time provide care for a sufficient number of patients to serve educational and training purposes is usually beyond the financial competence of any but the exceptional institution. The proposed amendment would help remedy this unfortunate situation.

I shall appreciate it if you will be good enough to refer the enclosed draft bill to the proper committee for action.

The Bureau of the Budget raised some objections to this draft bill in its original form when submitted to that Bureau for advice as to its relationship to the program of the President. The enclosed draft bill has been revised in the light of those objections.

Sincerely yours,

MAURICE COLLINS,  
Acting Administrator.

#### PUBLIC WORKS ON RIVERS AND HARBORS—AMENDMENT

Mr. MAYBANK (for himself and Mr. JOHNSTON of South Carolina) submitted an amendment intended to be proposed by them, jointly, to the bill (H. R. 6407) authorizing the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes, which was referred to the Committee on Commerce and ordered to be printed.

#### EXTENSION OF EMERGENCY PRICE CONTROL AND STABILIZATION ACTS OF 1942—AMENDMENTS

Mr. WHERRY (for himself and Mr. BUTLER) submitted an amendment intended to be proposed by them, jointly, to the bill (H. R. 6042) to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of



1942, as amended, and for other purposes, which was ordered to lie on the table and to be printed.

Mr. MOORE submitted an amendment intended to be proposed by him to the bill (H. R. 6042) to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes, which was ordered to lie on the table and to be printed.

#### PRINTING OF ADDITIONAL COPIES OF SENATE REPORT 1211 RELATING TO DEVELOPMENT AND CONTROL OF ATOMIC ENERGY

Mr. McMAHON submitted the following resolution (S. Res. 282), which was referred to the Committee on Printing:

*Resolved*, That there be printed 4,000 additional copies of Senate Report No. 1211, current session, accompanying the bill (S. 1717) for the development and control of atomic energy, of which 2,000 copies shall be for the use of the Special Committee on Atomic Energy, 1,000 for the Senate document room, and 1,000 for the House document room.

#### PRINTING COMPILATION OF NATIONALITY ACT OF 1940 WITH AMENDMENTS

Mr. RUSSELL. Mr. President, I ask unanimous consent that a recent compilation of the Nationality Act of 1940, with amendments through March 31, 1946, may be printed as a Senate document.

The PRESIDENT pro tempore. Without objection, it is so ordered.

#### ADDRESS BY SENATOR THOMAS, OF UTAH, AT MEETING OF NATIONAL COUNCIL OF AMERICAN-SOVIET FRIENDSHIP

[Mr. THOMAS of Utah asked and obtained leave to have printed in the RECORD an address delivered by him at a rally honoring visiting Soviet journalists under the auspices of the National Council of American-Soviet Friendship, New York City, May 29, 1946, which appears in the Appendix.]

#### COMMENCEMENT ADDRESS BY SENATOR THOMAS OF UTAH AT GALLAUDET COLLEGE

[Mr. THOMAS of Utah asked and obtained leave to have printed in the RECORD a commencement address delivered by him at the graduation exercises of Gallaudet College, Washington, D. C., June 1, 1946, which appears in the Appendix.]

#### ADDRESS BY SENATOR THOMAS OF UTAH BEFORE MIZARCHI ZIONIST ORGANIZATION OF AMERICA

[Mr. THOMAS of Utah asked and obtained leave to have printed in the RECORD an address delivered by him before the Mizarchi Zionist Organization of America at the Hotel Commodore, New York City, June 2, 1946, which appears in the Appendix.]

#### ADDRESS BY SENATOR THOMAS OF UTAH ON THE DRAFT BILL

[Mr. THOMAS of Utah asked and obtained leave to have printed in the RECORD a radio address delivered by him on the subject of the draft bill, on June 8, 1946, which appears in the Appendix.]

#### WHAT MAKES A SENATOR—ARTICLE BY RICHARD L. NEUBERGER

[Mr. THOMAS of Utah asked and obtained leave to have printed in the RECORD an article entitled "What Makes a Senator?" by Richard L. Neuberger, published in the Wisconsin Progressive of the June 1946 issue, which appears in the Appendix.]

#### THE OPA AND ITS PROBLEMS

[Mr. HICKENLOOPER asked and obtained leave to have printed in the RECORD an address on the OPA and its problems delivered by Chester Bowles, broadcast on June 4 over the Columbia Broadcasting System, and also addresses by Senator TAFT, Senator HICKENLOOPER, and Senator WHERRY on the same subject broadcast on June 6, 1946, over the same network, which appear in the Appendix.]

#### OPA RESTAURANT REGULATIONS

[Mr. HICKENLOOPER asked and obtained leave to have printed in the RECORD a letter from Bernard L. Willis of Lake City, Iowa, dealing with OPA regulations of restaurants and stores, together with application for price adjustment of Palmer's Coffee Shop, at Lake City, Iowa, and a newspaper item relating to OPA settlements, which appear in the Appendix.]

#### HOUSING AND ACCOMMODATION OF VETERANS AT EDUCATIONAL INSTITUTIONS

[Mr. HICKENLOOPER asked and obtained leave to have printed in the RECORD a letter addressed to him under date of June 5, 1946, by Virgil M. Hancher, together with answers to questionnaires by the National Association of State Universities, dealing with the subject of the housing and accommodations at educational institutions, which appears in the Appendix.]

#### SPEECH BY EDGAR CAMPBELL BEFORE LANCASTER COUNTY INDUSTRIAL UNION COUNCIL

[Mr. GUFFEY asked and obtained leave to have printed in the RECORD a speech delivered by Edgar Campbell, candidate for Congress, Ninth Congressional District of Pennsylvania, before the Lancaster County Industrial Union Council, on May 23, 1946, which appears in the Appendix.]

#### MEMORIAL DAY ADDRESS BY GEORGE CUSHING

[Mr. VANDENBERG asked and obtained leave to have printed in the RECORD a Memorial Day address delivered at Brighton, Mich., on May 30, 1946, by George Cushing, news editor of Station WJR of Detroit, Mich., which appears in the Appendix.]

#### VINSON BACKS CONGRESS ON LAW—ARTICLE BY JOHN H. CLINE

[Mr. MCKELLAR asked and obtained leave to have printed in the RECORD an article entitled "Vinson Backs Congress on Law," by John H. Cline, published in the Washington Star of June 9, 1946, which appears in the Appendix.]

#### UNJUST CRITICISM STRIKES AT CONFIDENCE IN CONGRESS—ARTICLE BY REPRESENTATIVE CLARENCE CANNON

[Mr. MCKELLAR asked and obtained leave to have printed in the RECORD an article entitled "Unjust Criticism Strikes at Confidence in Congress," by Representative CLARENCE CANNON, chairman, House Appropriations Committee, published in the Washington Star of June 9, 1946, which appears in the Appendix.]

#### FOR A MODERN CONGRESS—EDITORIAL IN THE WASHINGTON POST

[Mr. LA FOLLETTE asked and obtained leave to have printed in the RECORD an editorial entitled "For a Modern Congress," published in the Washington Post of June 10, 1946, which appears in the Appendix.]

#### THE LAND-GRANT COLLEGE; A NEW CHAPTER—ADDRESS BY DAVID E. LILIENTHAL

[Mr. MURDOCK asked and obtained leave to have printed in the RECORD a commence-

ment address entitled "The Land-Grant College: A New Chapter," delivered by David E. Lilienthal, Chairman, Tennessee Valley Authority, at Utah Agricultural College, Logan, Utah, June 8, 1946, which will appear hereafter in the Appendix.]

#### KEEP ON KEEPING ON—POEM BY HORACE C. CARLISLE

[Mr. HILL asked and obtained leave to have printed in the RECORD a poem by Horace C. Carlisle, entitled "Keep On Keeping On," which appears in the Appendix.]

#### MESSAGE FROM THE HOUSE—ENROLLED BILL AND JOINT RESOLUTION SIGNED

A message from the House of Representatives, by Mr. Chaffee, one of its reading clerks, announced that the Speaker had affixed his signature to the following enrolled bill and joint resolution, and they were signed by the President pro tempore:

H. R. 6348. An act authorizing the Secretary of War to lend certain property of the War Department to national veterans' organizations for use at State and national conventions, and

H. J. Res. 347. Joint resolution to correct a technical error in the act approved April 18, 1946 (Public Law 347, Seventy-ninth Congress, second session).

#### ORGANIZATION OF THE CONGRESS

The Senate resumed consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

Mr. McCLELLAN obtained the floor.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. LA FOLLETTE. I should like to state that it is my hope we can continue consideration of the pending bill today, and if necessary have a session into the evening.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. BARKLEY. I wish to state that I join in the suggestion of the Senator from Wisconsin. I had thought we might undertake to consider the price-control bill sometime today, but I think the Senate ought to be given an opportunity to vote one way or another on the pending bill. I would not care to begin the consideration of the OPA legislation in the middle of the afternoon. Therefore, I think the Senate should devote the whole day, and if necessary go into the evening, in an effort to obtain a vote on the pending measure. I think the Senate is entitled to vote on the bill one way or another. If the Senate does not wish to adopt the bill it can vote against it, but, after all the work which has been done by the joint committee and the special committee, we ought to bring the matter to a conclusion. Therefore, so far as I am concerned, there will be no effort to bring up any other kind of legislation today.

Mr. McCLELLAN. Mr. President, when the Senate recessed Saturday afternoon, I was discussing an amendment which I had offered to strike out subsection (a) of section 243 of the pending bill. That part of the measure to which I seriously object and to which the amendment is directed, provides that pages for the Senate and House of Rep-



representatives shall be appointed by the Director of Congressional Personnel from among boys who live at home with their parent or parents or guardian, or in orphanages in the metropolitan area of the District of Columbia. I might have moved merely to strike out the words "in the metropolitan area of the District of Columbia," if my only purpose were to protect boys from the States who might want to become pages; but I moved to strike out the entire subsection, because it provides that all the pages shall be appointed by the Director of Congressional Personnel.

Mr. President, I do not favor the creation of an office of Personnel Director for the Congress of the United States. The theory is that if we will establish a Personnel Director to select all our employees for us, Members of Congress will be relieved of some work. From my experience I do not believe that that would be true. It would probably increase our work, instead of relieving us of any burden we now have. If we enact this law and create the position of Director of Congressional Personnel, delegating to him all the power contemplated by the bill, that will not keep our constituents from coming to us and seeking positions in Washington, or asking us to assist them in finding employment. They will not go directly to the Director of Personnel, even if the office is created. They will go first to the office of their Senator or Representative. They will ask us for the positions, just as they have always done.

We are trying to say to them, "We no longer have authority over that subject. We have established a Director of Congressional Personnel, and you must file your application with him. He will determine whether you are qualified or not. If he likes you and thinks you are qualified, and you meet the standards which he has established, probably he will give you the job."

That will not satisfy our constituents. That will not satisfy the boy who wants a position in Washington. The next thing he will say will be, "I want you to help me with the Director of Personnel. I want your endorsement. I want you to help me get this job." Today certain positions are allocated to Members of Congress. We know what they are. If application is made to us for one of them and the position is filled we can say so. If it is not filled, we can consider whether to recommend the applicant or give him the position. It is proposed to tie our hands so far as concerns our authority and our willingness to take the responsibility for doing a simple thing, namely, helping some boy or some man who wants an opportunity to work in Washington. It is sought to shift that responsibility. Instead of relieving ourselves of work we shall be stripping ourselves of authority. The appeal will still be made to us. It is proposed to establish another agency or bureau with a director to whom we must go and beg for the very thing we can do now; and he will be able to say, "No."

I do not think the time has come when as a Member of the Senate I ought to have to ask a personnel director whether I can put a boy in the position of elevator operator. I do not believe that the effi-

ciency of our pages has broken down to such an extent that we must have one man to tell us whether a page boy is doing his duty, or whether he ought to be replaced, or whether some applicant ought to be favored with the appointment.

Mr. JOHNSTON of South Carolina. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. JOHNSTON of South Carolina. The Senator is speaking of the pages. If this bill should become a law, could the Senator from Arkansas or any other Senator appoint a page boy in the Senate from his State?

Mr. McCLELLAN. So far as I know, at present there are no pages from my State; but if I should receive an application—and I anticipate that I shall, because some fathers and mothers have already talked with me about their boys, who would like to have the opportunity to come to Washington as pages—I would not want to deny the boys of my State that opportunity. I do not want to shirk the responsibility of helping a boy to obtain such a petition. I will not vote for a bill to establish a Personnel Director to tell me that a worthy boy from my State cannot have the position if it is available. Other Senators may shift that responsibility if they so desire. They may set up a dictator if they wish to do so. We have enough of that already. In the departments in Washington the chiefs have the authority to employ their own personnel. If an applicant from my State or from the Senator's State desires a position in one of the departments, and we try to help him obtain it, we must write letters or go to the department and plead with some department official, and worry about it.

This provision would take away from us the one thing that is left to us. It would even apply to pages in the United States Senate. Mr. President, if a Senator is not competent to judge the qualifications of a page in the United States Senate, I question his ability to judge and weigh and vote intelligently upon the legislation and the problems facing this country.

It is said that the proposed system would relieve us of work. It would not relieve us of anything except the opportunity to take care of boys from our own States who may be deserving. Someone may say, "Surely the Personnel Director will take that into account." If this section remains in the bill he cannot take it into account unless the boy lives in Washington. I do not know why we must say that page boys must come from the metropolitan area of the District of Columbia. It does not make sense to me. I do not know from what States these boys come; but according to the information which I have obtained from the Secretary of the Senate, only 5 of the 21 are legal residents of the District of Columbia. With respect to the other 16, the parents of some now live in Washington. The parents of others do not. If this bill is enacted, the 8 or 10 boys who are now serving as pages, and whose parents do not live in Washington, or who do not have a legal guardian living in the District of Columbia, will no longer be eligible to serve. I do not think it is fair

or just to the page boys. There is no justification for such a provision in the selection of page boys in the future.

This section of the bill is only one of many to which I have serious objection. In the first place, as I have indicated, I am opposed to the general idea and theory of a Personnel Director to handle all the employees who serve us in the Capitol.

I wish to ask a question. I have been here for 3½ years. So far as I know and so far as I have been able to ascertain, there is no inefficiency, comparatively speaking, on the part of any of the employees of the Senate. However, according to the theory of the pending measure, there is a desire to do away with the Disbursing Office, and to turn it over to the Director of Personnel.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. BYRD. I have been in the Senate for approximately 13 years, and I regard Mr. Oco Thompson as one of the most valuable and one of the most efficient officials with whom I have ever been in contact.

Mr. McCLELLAN. I thank the Senator. That has been my estimation and my appraisal of him, too, from my brief acquaintance with him and from the contacts I have had with him.

The point I am making is simply this: I am not saying that the Congress does not need some overhauling and some reorganization; but when we reorganize it, we should do so with a view to eliminating that which now is inefficient and which now is not functioning properly, and we should try to enact legislation which will make such changes as will improve the situation.

But we have before us a bill which provides a catch-all proposition of placing all Senate employees under the control or direction of a man to be selected by the majority and minority leaders of the Senate and the majority and minority leaders of the House of Representatives. If one of them makes the selection, that will be all right. But I cannot understand why it is proposed that we burden ourselves with legislation of this character in an effort to undertake to make a change in all of the agencies and all of the departments here which are doing their work efficiently now. I dare say there has been no complaint. Without complaint, in my judgment there can be no justification for the proposed change.

Suppose we pass the bill. My own opinion is that there will be just as much occasion, and probably more, at least on the part of Senators, for complaint after the bill is enacted as there has been in the past. We hear a great deal of condemnation about the so-called patronage system. I have never cared anything about patronage, and I think any Senator or Member of the House of Representatives who undertakes to depend upon patronage for his political security is simply foolish and is making a mistake. I do not think it is of that much benefit or that much value to Members of Congress. I do not wish to retain the right to select pages because of any political advantage which that right of patronage might give. Actually, I do



not know that it would give any advantage at all. If a Senator appoints a page, perhaps the page's father and mother may vote for the Senator, if that is what some persons are thinking of, but I do not know that it would extend much further than that.

I do not see why I should deprive myself of the right to participate in the appointment of pages. If some boy from my State wishes to become a page in the Senate—perhaps an orphan boy or perhaps a boy of humble parentage who has no opportunity to go to school, at least to a school of the quality of the school which he would attend as a page of the Senate—I wish to have the right to help him if I can, not for the purpose of obtaining votes myself, not for any political gain, although that is one of the points which is mentioned in referring to patronage, but I wish to help that boy by giving him an opportunity to obtain a good education, and I wish to see that the boys of my State have a right in that respect equal to that of boys who live in the District of Columbia. I see no reason for placing residents of the District of Columbia in a preferred status. A boy living in the District of Columbia can serve as a page, as the situation is today; but under the terms of the pending bill a boy living in Wisconsin or Iowa or any other State of the Union would be ineligible to serve as a page, unless his parents moved to the District of Columbia.

Mr. President, sometimes we wonder why men with great ability, men who are capable of earning in private life five times as much salary as they are paid as Senators of the United States or Members of the House of Representatives, will dedicate their lives to the service of their country and of their State here in the Senate or in the House of Representatives for the small salary which they are paid—comparatively small, I say, in proportion to the salary which their abilities would entitle them to earn in positions in private life. Mr. President, what is one of the finest compensations of serving in the Senate of the United States or in the House of Representatives? It is not the little check of about \$700 which a Member of the Congress receives each month. That is not what keeps him here. It is the opportunity to serve those who need help. One of the finest compensations of service in the Congress, one which I value and cherish most, is the opportunity which service in the Congress affords the Members of Congress to help someone who is struggling to get an education or to meet some of the other problems of life. That is one of the finest compensations of service in the Congress. If that privilege is denied to those who serve here, the opportunity which Members of the Congress now have to be of service to their constituents will, to a great extent, be gone.

Mr. President, I know that a great deal of the time of Members of Congress is consumed, today, by running errands for their constituents. Entirely too much time is consumed in that way. I know that, and I know the pressure and the burden which it places upon us. Some Members of Congress have greater

problems in that respect, possibly, than I do; but I know that in view of the great expansion of Government and all its ramifications which reach out into every community and every home in the Nation, our work with respect to looking after the private problems of our constituency has increased to the point that, today, it consumes a major portion of the time of every Member of Congress. That cannot be helped. To whom else can our constituents go? We may reorganize the Congress all we wish, but we shall still have that problem, unless we simply take a position of refusing to come to the assistance of our constituents or a position of refusing to offer our efforts in their behalf when they appeal to us with their problems. I make no criticism of my constituents for appealing to me about the problems they have with various agencies of the Government. To whom else can they appeal? They can write a letter to some bureau or agency in Washington, but the average humble citizen cannot come to Washington and plead his case. Often he needs an advocate at the bar of authority in order to get his claim or his problem properly presented and even in order to get fair and just consideration and to obtain the action necessary to protect his interests. Ofttimes, even in spite of all the efforts we make, we fail in the attempt to help him in that way. The Congress has established various agencies and departments, and probably rightfully so, and the Congress has given them the responsibility and authority which they exercise. Often when Members of Congress present particular problems to them, they say "No"; and yet they have been created with that power by the elected representatives of the people of this country. We have created them in that way. So our constituents appeal to us to help them with the problems which they have with the various agencies or bureaus. I assume there is no other way to proceed, in many cases. Perhaps the Congress does need reorganization in some respects, but that does not mean that the proposed system with reference to the Congress and with reference to the employees who serve us should be adopted. I am not going to place myself in the ridiculous position of saying that I can no longer be the judge of the worthiness of a boy from my State who has the ambition and the desire and probably the necessity, because of his circumstances in life, in connection with his hope to obtain an education, to become a page in the Senate. I am not going to place myself in the position of having to say to him that he cannot serve as a page here unless he can persuade his parents to move to Washington, D. C.

Mr. President, it may sound as though this is a matter of too little importance upon which to spend much time. I do not wish to consume too much time of the Senate, but this bill does not involve only a small matter. I have pointed out one instance in which I believe we have gone far afield in the purpose to reorganize the Congress in order that it may become more efficient in its operation. If, as a Senator, I thought that the conduct of the page boys who have been

selected by other Senators had broken down to such an extent that we are no longer capable of judging the qualifications and merits of those boys, and that we needed an expert at a salary of \$10,000 a year to promote the efficiency of Congress, I would vote for this section of the bill. However, I do not believe that any Senator, by any force of argument, eloquence, or logic, can establish the fact that the proposed arrangement will improve the efficiency or service of a single page.

I have been pleased, as I have already said, to talk with the parents of two or three boys who desired to come to Washington some day in order to be a page. The parents of those boys wanted them to have an opportunity to obtain first-hand observation and experience with reference to the functions of the Government, and at the same time be enabled to earn a small amount of compensation in order to sustain them while attending school at night and during recesses of the Congress. Mr. President, the boys who wish to come here and those who have come here are boys of the finest character. They are boys with ambition, and they are looking forward to the future. They have high hopes. I do not wish to dash away such hopes in a boy in my State by being required to say to him, in effect, "I do not want to take any steps in helping you. I have attempted to absolve myself from any responsibility with reference to you, and have provided for a personnel director to size you up and determine whether or not you should have the opportunity which you seek." Mr. President, I am not ready, and I am not willing to do that.

As I have already said, referring particularly to title II of the bill, I am opposed to the general philosophy of that title. I believe that what I have said with reference to the page boys holds substantially true with reference to the employees of all the other departments in the Congress. I see no justification whatever for the revolutionary changes which have been proposed. I predict, Mr. President, that if we pass this bill we will take a course which will not only prove embarrassing to us at times in the future, but it will increase and not relieve our present burdens. It will not help me to be a more efficient Senator, or to give more time to my senatorial duties. If the bill is enacted into law I will probably have less time to devote to my duties because I will be eternally after the Personnel Director to place this boy or that boy in some particular position. We know what the situation is at the present time. A fair allocation is made of the various positions in the Congress. When a boy is placed as an operator of an elevator, for example, he knows that he must be sufficiently proficient to operate that elevator and perform what other duties he may have in connection therewith. I dare say that we have no more difficulty now in that respect than we would have under a civil service personnel director, or whatever title we may decide to give to him.

Mr. President, while I am discussing this section of the bill, which ties into other sections of title II, I wish to refer



also to some of the other provisions of the bill. I referred briefly to them last Saturday afternoon.

Over the week end I reread the bill and I read substantially the entire report of the committee which reported the bill to the Senate. As I studied the bill I came to the conclusion that, instead of the present title, namely, "A bill to provide for increased efficiency in the legislative branch of the Government," the appropriate title would be, "A bill to increase the cost of the legislative branch of the Government."

I read that part of the report in which an estimate is set forth of the cost of putting the bill into effect. It has been estimated by the committee that the cost will be between \$12,000,000 and \$13,000,000 a year. That is, of course, an estimate. It may be an accurate estimate, but I am inclined to the view that, instead of the cost being \$12,281,235 per annum, according to the committee report, before we have completed the creation of the jobs which it is proposed to create, the cost will probably be approximately \$25,000,000 a year. I am willing to agree that if, by spending that much money we could actually produce greater efficiency and afford more time to the Members of Congress to attend to legislative matters, it would probably be well to make the additional expenditure. But, in my judgment, the greatest contribution which could be made toward reorganizing the Congress so as to produce more efficiency in connection with its legislative functioning, would be to reorganize the present committees so that the Senate and the House would have corresponding committees with like jurisdiction in connection with all legislation. That is my idea of reorganizing the Congress of the United States.

I am not undertaking to say that we should have 16 committees or 25 committees in the Senate. I wish to say for the joint committee which studied the matter, that I believe they made a conscientious effort to make some progress in the right direction. I am not critical of what they have done.

I do not say that it could not have been done somewhat better; I do not know as to that; I do not say I could have done it any better; but this to me is the crux of reorganizing Congress: Set up standing committees corresponding in jurisdiction both in the House and the Senate, and then require those committees to meet in joint session for the consideration of legislation. That would expedite the work of the Congress; it would eliminate waste of time on our part and waste of time on the part of the administrative chiefs and employees who are required to come here to testify before committees.

This morning, Mr. President, I left the the Committee on Commerce of the Senate at 11 o'clock when the Senate convened. In that committee today we began hearings on the bill (H. R. 6407) authorizing the construction, repair, and preservation of certain public works on rivers and harbors, and for other purposes. That bill has already passed the House. The House Committee on Flood

Control held extensive hearings on the bill. I do not recall just how much time was consumed in the House hearings, but several days, at any rate. This will illustrate what I have in mind and what I have been talking about. Today we are having hearings on the same bill in the Senate Committee on Commerce. The first witness called to testify at the hearings today is the Chief of Army Engineers. He and a part of his staff are there testifying today. What they are actually doing is covering substantially the same ground which was covered possibly less than a month ago, by the Flood Control Committee of the House of Representatives on the identical measure.

So, Mr. President, much time and duplication of effort would be saved if we would reorganize committees so as to set up substantially the same number of committees of corresponding jurisdiction in the two branches of Congress, and then require joint hearings on legislation of this character. The Senate committee could make its report to the Senate and the House committee make its report to the House; they would not have to make a joint report, but the same report; and the time that would be consumed in the consideration of a given piece of legislation in committee would simply be cut in half, and the time lost, the time consumed by departmental chiefs who have to testify on the bill in the House committee and then come over to the Senate and testify here would be conserved. They would have to spend only 1 day away from their offices and duties, whereas now they are required to spend at least 2 days, and possibly more.

Mr. President, that is what I have had in mind; that is what I was looking forward to when we would consider the reorganization of Congress. There are other things that can be done and should be done, but to me that is basic, it is fundamental. If we are going to make Congress more efficient, if we are going to conserve our time, if we are going to get better coordination and cooperation between the two bodies, if we are going to do these things, Mr. President, then that, in my judgment, is the way to go about it. Further progress might be made from such an approach, but that, in my judgment, is a proper approach to it. While this bill does provide that the committees may hold joint sessions, and it is probably contemplated that some of them will hold such sessions, I know that unless they are directed to do so, it is most unlikely that such joint meetings will occur.

Mr. President, this bill also seeks to meet a lot of our problems by staffing the committees with special experts. I say with respect to that approach to our problem that, no doubt, committees should have some professional assistance, some expert assistance, and I am not opposed to that approach to the reorganization problem; in fact, I favor it; but I cannot conceive of the Appropriations Committee of the United States Senate needing or requiring 44 experts, which, as I understand, is what the pending bill provides for.

Mr. LA FOLLETTE. Mr. President, will the Senator yield there?

Mr. McCLELLAN. I am glad to yield.

Mr. LA FOLLETTE. The Johnson amendment provides that the subcommittee shall be authorized to appoint not more than four. So that now it is entirely in the hands of the committee.

Mr. McCLELLAN. That is correct, and I think to that extent the modification is helpful, but I am talking about the general approach to this problem.

Moreover, I cannot conceive that many of the other committees will need four experts at \$8,000 a year to help them with their legislative work. The present committees in the past have gotten along without any experts. They have had a clerk and possibly some other clerical help. I do not say that the help afforded them has been adequate, but I do say, Mr. President, that we are going pretty far when we are granting authority for the Appropriations Committee to hire 44 experts. I know, and we all know, that when we hire experts the experts have to employ secretaries and staffs. I am not attempting to be facetious, but if this reorganization bill is carried out and the increased number of employees contemplated under the measure are hired, together with the other employees necessary to serve them this Capitol will have to be enlarged, or at least office space in the form of a new building will have to be provided very near the grounds to meet the new situation.

While I have not served on the Appropriations Committee, I am of the opinion that four or five experts would be adequate for the full committee, and certainly the subcommittees, in my judgment, would not require more than one expert. There will be so many experts connected with the Appropriations Committee that it will take a room as large as this Chamber or larger to accommodate all of them for a committee session. Take 13 members of the committee, 44 professional experts, and their clerical help and employees, and we would just about have to move out of this Chamber and turn it over to them so that they could have room to function.

I understand, of course, that the Committee on Appropriations does not have to employ 44 experts, but I do know that when the authority is granted the inclination to exercise it becomes stronger and stronger. I believe we could very well restrain ourselves a bit with respect to that number. I believe the number for the other committees for the present, at least, should be reduced to one, or not over two at the outside.

But, Mr. President, we do not stop there; but we go further. We are going so far in employing experts that we are experting the Congress to death. We go on to provide for the legislative reference service. That is all right. We should have that service, but we increase it to the point of providing experts all along the line. Then that not being enough, we provide in paragraph 2 on page 44, that—

(2) The Librarian of Congress is further authorized—

We keep going on and on and on—to appoint in the Legislative Reference Service—



Listen to this: Not only have we those who now are in the Legislative Reference Service to look up statistics for us and give us information, but we go further in connection with the Legislative Reference Service:

The Librarian of Congress is to appoint senior specialists in the following broad fields—

Let me say that every senior specialist is going to require a staff about him.

They do not do the "leg" work, so to speak. They place themselves in a supervisory capacity, and each of them will need an assistant or two. They will have to be staffed with clerks and secretaries. That is why I am saying, Mr. President, that the estimated cost of this change as contained in the bill in my judgment is not in agreement with what the cost will ultimately be. We know that once we start these things, Congress will be most reluctant ever to repeal the law. The more employees a Government officer has, the more he wants.

The Library of Congress is to appoint senior specialists in the following broad fields. First, in Agriculture. We have a Department of Agriculture, with all the specialists needed in it, and I do not know just what a senior specialist would do over in the Library of Congress as an agricultural expert. Perhaps there is some job he could fill after we got him staffed, but in my opinion it would mean a duplication of service that is already being performed.

Then the Librarian is to appoint one on the "American Government and public administration." That is broad enough to cover anything. He is to appoint another one on "American public law." I just wonder where we differentiate between the two. It strikes me that a specialist on American government and public administration would also be a specialist on American public law. If he was not, I do not know that he could be very much of a specialist or authority on government and public administration. Where would we differentiate between them? If there is no differentiation between them, if their duties are relatively the same, why have both of them?

There is to be another on "conservation." I do not know what it is thought that will cover. I do not know whether that refers to soil conservation, or conservation of the strength and energies of Senators, just what function a conservation expert would serve, I am unable to understand.

There is to be one on "education." We have a Department of Education, full of experts, I assume. I imagine that if we get the appropriation for this we will find that if sufficient funds are provided the Librarian can hire and pay for many experts.

There is to be another on "engineering and public works." We have agencies for that work.

Mr. President, I may be wrong about it, but I cannot help feeling and believing that instead of a reorganization of Congress, and getting down to the very basis of a problem which really is burdensome to us today, we are simply asked to go far afield, to create more bureaus and

more agencies, and establishing more experts, and when we get through with it, we will meet ourselves coming back.

There is to be one on "full employment." We passed what was called a full employment bill, and set up a number of experts to study full employment, and to make recommendations to the President and to the Congress. Now we are asked to do it again, to create another agency in the Library of Congress on full employment.

There is to be another on "housing." We have a housing agency, with experts in it. We are asked to set up another agency of that character in the Library of Congress.

There is to be one on "industrial organization and corporation financing." I do not know what duty that expert will perform. We have the RFC and all sorts of lending agencies, and their staffs. I do not know just what service this expert could perform.

Then there is to be another on "international affairs." We have a State Department, which should be pretty efficient. We have a splendid Foreign Affairs Committee and Foreign Relations Committee in the House and the Senate. Perhaps they need some assistance. We are going to staff them with four professional experts to begin with. Then we are asked to create this position, senior specialist in the Library of Congress, and of course he is going to have a staff to help him to do his work.

We are to have one on international trade. We have the Department of Commerce and various other agencies of the Government attending to that subject.

What we are doing in this bill, Mr. President, I am afraid—and I am not saying this to be critical of the committee—is not reorganizing Congress. We are merely expanding the Government, increasing the cost of Government, duplicating existing work and positions and authority, which will result in increased confusion instead of simplification of the work we have to do.

Mr. McMAHON. Mr. President, will the Senator from Arkansas yield?

Mr. McCLELLAN. I am glad to yield.

Mr. McMAHON. Does the Senator apply that test to title III, Regulation of Lobbying Act, found on page 56 of the reprint? Does the Senator think there is any expansion of Government contained in that section?

Mr. McCLELLAN. What is the section, and on what page is it found?

Mr. McMAHON. Page 56, title III, Regulation of Lobbying Act.

Mr. McCLELLAN. In the copy of the bill I have, page 56 has on it section 306, not section 301. Section 301 is the first section of title III.

Mr. McMAHON. That is correct.

Mr. McCLELLAN. The Senator asks me whether we are setting up there another agency of Government?

Mr. McMAHON. The Senator complained that the bill expanded Government and really did not provide for reorganization. I wanted to know whether the Senator was excepting from his description of the bill, title III, the Regulation of the Lobbying Act. In other

words, has the Senator any objection to that section?

Mr. McCLELLAN. The Senator means do I have objection to the regulation of lobbying?

Mr. McMAHON. Yes.

Mr. McCLELLAN. No; I have not. If the bill does what I think it does, however, I want to say with respect to it that I do not know how we are to regulate what we call lobbying except by requiring professional lobbyists to register.

Who is a professional lobbyist? I have had in mind to ask the author of the bill some questions about this title. As the bill is drawn now, and as I read the report, I understand it might apply to an organization such as there is in my State known as the economic council, which is devoting its whole purpose to seeking the enactment of legislation to bring about reforms in government, State and Federal, looking toward economy in government. So far as I know, the organization has no other purpose. It is just an organization of volunteers of citizens from all over the State, from all classes of people who are interested in trying to effectuate economy in government.

As I understand, under the bill as it is now written the secretary of that organization could not write me a letter with respect to any pending legislation until and unless he had registered here, and set out the organization he represented, what salary he was paid, who contributed to it, in other words, be placed in the position of a lobbyist. As I read the report on the bill, that is what the bill provides.

Mr. President, I would say to the Senate that I am wondering whether the provisions of the lobbying title of the bill are intended to include such organizations as the United States Chamber of Commerce, the National Manufacturers Association, the CIO and the PAC, and the A. F. of L. Just whom do we include in it? Who and what organizations do the provisions of title 3 apply? Frankly, I should like some interpretation of it.

I should like to say, before going further, that I have not been bothered by lobbyists. So far as the Senator from Arkansas is individually concerned he has no complaint to make respecting lobbyists. I think that the professional lobbyists work where they find the field most fertile, and they have not been any problem to me, because I vote my own sentiments, and I am not very much influenced by professional lobbyists. They do not waste their time on me. I want that known. I have no complaint to make about that matter. But I do think it is well to require them to register. If we can do it by this provision in the bill or by some other means we should require that professional lobbyists who operate in Washington continuously be required to register so we will know who they are, so that Members of Congress when sitting in committees will know the lobbyists when they appear before the committees. It is perfectly all right that such lobbyists should register. I do not regard that as expanding any agency of government. I do not think we would set up a new agency for that purpose. The lobbyists would simply file reports



and register with the Clerk of the House and the Secretary of the Senate.

Mr. McMAHON. Mr. President, will the Senator yield?

Mr. HOEY. Does the Senator from Arkansas yield to the Senator from Connecticut?

Mr. McCLELLAN. I yield.

Mr. McMAHON. The Senator spoke of the CIO, the PAC, the National Association of Manufacturers, the Chamber of Commerce of the United States, and other organizations. I want the RECORD to show that personally I should like to have them all come under the provisions of the bill, together with 500 or more others that ought to come under it also.

Mr. McCLELLAN. As I have said, Mr. President, I have no objection to that. I simply want a clarification of the provision. There is one provision which says that it would not apply to those who would come under the Corrupt Practices Act. The PAC may regard itself as a political committee and therefore it would not be required under the provisions of this bill as now drawn to register.

I should like to know another thing about the provision. Does it mean that each one of the representatives of such agencies must register? Does it mean that the personal representatives of such organization must register before they are at liberty to come here to Washington and buttonhole Representatives and Senators and take up their time in their offices with respect to the enactment of any legislation or the defeat of any pending bill? I do not know. I should like to understand the provision better. I am not opposed to the provision, in fact, I favor its general purpose at least to require professional lobbyists to register and to make themselves known, and the interests they represent, and the pay they receive for their services. I am perfectly willing to see that done.

But, Mr. President, I do not want the provision to be so broad as to require that every constituent I have who happens to be identified with some organization must register before he can come up here and confer with me about legislation in which he is interested. For instance, a representative from the Farm Bureau Federation, or the Farmers' Union, or the Grange, may come up to confer with me. I meant to include those three organizations in the remarks I made a few minutes ago. I wonder if the lobbying provision applies to them, and if they would have to register. Would each individual representing the Grange or representing the other farm organizations be compelled to register before he could come to Washington and confer with me?

Mr. President, I should like to know also, after the national representatives of such organizations have registered, whether the State representatives would also have to register. I believe the head of the Farm Bureau is Mr. O'Neal, and Mr. Goss is head of the Grange, and Mr. Patten is head of the Farmers' Union. After they or their assistants have registered, I wonder if it would be necessary for the State president of any one of these organizations to register before he would be at liberty to come to Washington and confer with

his Senators or his Representatives respecting legislation in which he is interested? The head of the Farm Bureau Federation in my State, the head of the Farmers' Union in my State, both have come to my office more than once to confer with me about pending legislation. They represent organizations interested in the enactment or the defeat of legislation. They come to see their Senators and their Representatives and talk to them about specific bills which they want defeated or which they want enacted or which they desire to have amended. I wonder if the lobbying title of the bill is broad enough to take in such individuals and require that they place themselves on record as being lobbyists before they can talk to their Senators or their Representatives in respect to legislation in which they are interested.

Mr. President, I have no objection whatever to requiring the registration of professional lobbyists who stay in Washington, who are paid for that purpose, who are here to look after the interests of the organizations they represent and to lobby with Congress or to try to influence Representatives and Senators in the decisions they have to make as to their vote for or against legislation. I have no objection whatever to requiring them to register. It probably would be of some service to the Congress, perhaps it would be of some benefit to the Nation as a whole that the names of such individuals may be made known, that their programs may be known, and that their efforts to wield influence may be known. In other words, the Members of Congress would then have the opportunity to know who such individuals were, whom they represent, and what motivates them in their efforts to influence us with respect to legislation.

But, Mr. President, if I correctly recall, there is in the report upon the bill comment respecting this title which deals with the writing of letters by organizations. I believe that action would be precluded under this bill. I think it is going pretty far to say that unless they are registered, individuals cannot have an organization for a purpose dealing with affairs of government and write letters and send factual information to their Senators and Representatives respecting legislation in which they are interested. I call the Senate's attention to page 27 of the report of the committee. There I find a statement by the committee as to those to whom this lobbying title will apply. After mentioning a number to whom it does not apply, the report states:

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First, those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required until the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

The provision may have a wholesome purpose. I do not know whether it can be restricted to that one purpose. One

of the purposes is to try to reach those who spend large sums of money for broadcasting, buying radio time, or sending out literature which usually winds up with the request, "Be sure to write your Congressman or Senator to oppose H. R. —," or to support a certain Senate bill. There is a great deal of such activity. I doubt if there is any Senator who cannot sense the propaganda and pressure type of mail, even before he opens the envelope. It is not difficult. I know the people of my State well enough so that when I receive a letter I can usually tell from the opening sentences whether the letter was inspired by the head of some organization, or by some of the propaganda which is continually being sent out over the channels of the air by commentators and others who spend a great deal of their time criticizing the Congress and trying to bring it into disrepute. They are agitators who think they are smart enough to tell the American people how they should vote in elections, and how Members of Congress should vote. They go even further than that. They are smart enough to tell the President what he ought to do and what he ought not to do.

So I am not very much interested in that class of propaganda. It has no influence on me, and I am not greatly disturbed by it. However, I believe there should be some regulation of the professional propagandists who are always trying to agitate the people and stir them up to write their Senators and Representatives on many subjects. These professional propagandists are motivated purely from a selfish or personal standpoint, or because they are paid for their activity. Does anyone believe that they go on the air in the interest of their country? When they call upon the people to write to their Senators and Representatives, telling them that a certain bill is a vicious measure, they are like criminal lawyers. They are hired, and are serving because they are paid for it. The sooner the people of America realize that, the less influence they will have with their efforts to smear.

Mr. CONNALLY. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. CONNALLY. Does this provision apply to the man who represents a regular organization, such as a farmers' union, an REA cooperative, or something of the kind, but who extends his activities and lobbies in connection with bills which are of no direct interest to his organization? He pretends to say that his organization is for them. Would this bill reach such activity?

Mr. McCLELLAN. In its broader aspects I would say that it would. If the bill does what the report states, it certainly would reach that class of lobbyists.

Mr. CONNALLY. One of the most reprehensible practices is for a man who represents a farm organization, for example, to lobby in connection with something that has nothing to do with farm problems. He pretends that his organization is greatly interested in some legislation with respect to which his organization probably knows nothing. He is simply



doing it on his own account, for reasons which I do not care to go into.

Mr. McCLELLAN. I appreciate the Senator's contribution. As I stated when I was interrogated about this title of the bill, in my own mind it needs more clarification. I am not sure just what it does. I was reading from the report of the committee. I read a statement with reference to one class which initiates propaganda from all over the country, in the form of letters and telegrams. I receive a great many of such letters and telegrams, which are inspired by some outside organization, or by some radio commentator who is trying to tell the Congress how to run the country. He is so smart that he knows all about it, and he ridicules Congress for everything it does and fails to do. If this provision would reach him, it would be all right with me.

But I do not wish to see enacted any so-called antilobbying legislation which would preclude any citizen of my State from getting in touch with me about any legislation, so long as he is confining his efforts to his own representatives in Congress and conferring with them about legislation in which he or the organization which he represents may be interested. I say that he is exercising a constitutional right as a citizen, a right which I do not wish to deny him. I commend the committee for making an effort to reach the evils referred to by incorporating such a provision in the bill.

I believe that the bill, with all its comprehensive objectives and purposes, ought to be broken down into five or six separate bills. The lobbying problem is something with which Congress might well deal. I hope that ultimately a bill can be enacted which will provide some regulation of professional lobbyists. As I stated a while ago, they have not given me any trouble. I am not bothered by them. I am able to sense pretty well the character of the mail which comes to me, and what has inspired it. I am able to separate the wheat from the chaff, throw the chaff into the wastebasket, and give consideration to the letters of my constituents who are actuated by motives of good citizenship, patriotism, and public spirit, and who are sufficiently interested in the affairs of their country to write to me and express their opinions. I always welcome such letters. I give them all the consideration that my time and the pressure of duties will permit.

I do not always agree with my constituents. Often I receive letters from good, conscientious citizens who differ among themselves. Frequently in replying to such letters I tell my constituents that unfortunately I cannot agree with all of them, because they do not always agree among themselves on important issues.

Mr. President, the committee report points out two other classes of lobbyists who are brought within the purview of the bill. I have already referred to the first class. The report continues:

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress.

That is one of the things to which I was referring a moment ago. For ex-

ample, the State president of the CIO in my State was in my office some 2 or 3 months ago, conferring with me about legislation in which he was very much interested and in which his organization was very much interested. I have no doubt that the organization paid his expenses to Washington for the purpose of having him confer with the Arkansas delegation in Congress. I wonder whether under the provisions of the pending measure, in its broad terms, it is intended to require him to register here as a public or professional lobbyist, before he will be privileged to come to Washington and confer with his Senator or his Congressman in regard to pending legislation in which he is interested or in which his organization is interested. I think to impose such a requirement would be going entirely too far. It seems to me that any constituent of mine or any constituent of any other Member of Congress should have the privilege of conferring with his Congressman or his Senator on matters of public importance and interest, without being placed in the category of being a professional lobbyist. I think a distinction should be drawn. So far as I am concerned, as I said earlier in my statement, professional lobbyists do not bother me much; I do not let them take up a great deal of my time.

I read further from the report:

These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested, but carefully conceal from Members of Congress whom they happen to contact the purpose of their presence.

I cannot quite understand that reason for including them. I do not understand how they could lobby very well if they concealed the purpose of their conversation or the purpose of their presence. However that may be, if that provision applies to professional lobbyists and if it will help to expose them to the public and to bring them out into the open and to require them to make a record here of their activities, their collections, and their expenditures, so that it may be a public document and may be known to the country, then I certainly have no objection to such a requirement, and I shall gladly support legislation of that character.

I read further from the report:

The title in no wise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources and purposes of their employment and the amount of their compensation.

Just as I said a while ago, Mr. President, I should not be willing to pursue that purpose so far as to prevent the president of the Federal Farm Bureau or the president of the CIO or the president of the A. F. of L. or the president of the Farmers Union, or the secretary of the chamber of commerce, or others who fill positions similar to that in my State, from coming to Washington and conferring with their congressional delegation unless they agreed to register and to report as professional lobbyists. I do not think the legislation should go that far. I think there is no need to have it go that far. I think it is probably an abridgement of

the civil rights of our citizens and our constituents, when and if the law does go that far.

The report further says:

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Mr. President, personally I have no objection to requiring them to register, but I think an exception should be written into this measure, or into this title of it, so as to keep it from applying to a citizen who comes within that class, when he contacts the representation of his own State in the Congress. I do not think we have a right to say to any citizen of our State that, as a citizen of the State, he cannot, without becoming a criminal because of violation of this proposed law, contact his Senator or his Representative in Congress and discuss with him legislation in which he or his organization is interested, unless he registers and acknowledges himself to be a lobbyist.

Mr. President, I had not intended to discuss this title of the bill at this time. I wish it clearly understood that I am not by any means condemning the objectives of the title. I think it has a great deal of merit in it. But I should like to see some of these questionable provisions of it modified or amended in such a way as to safeguard the rights of a citizen, whether he represents an organization or whether he comes to Washington in his capacity as an individual, to contact his representatives in Congress at his pleasure and at their convenience. I do not think we should go so far as to abridge that right. I think professional lobbyists—people who are earning their livelihood as lobbyists and who are here in Washington in the performance of that duty or in pursuance of that profession—should be required to register, and I believe that full information should be spread upon the record with regard to their activities—how they are financed, by whom they are paid, and what their expenditures are.

Mr. President, before I was interrogated about the lobbying title of the bill, I was discussing paragraph (2), on page 44 of the bill, and I was referring to the various experts who are to be established as senior specialists in the Library of Congress. I was mentioning the various fields in which such senior specialists would serve, and the last one I mentioned was international affairs. Upon referring to that portion of the bill again, I find that the next field which is mentioned is international trade and economic geography. I do not know what economic geography would involve. Geography is just geography to me. I do not know that there is any economy in it except with reference to the size of the map which may be printed. But I do not know what is meant by international trade and economic geography. Of course, in connection with the field of



international trade there are various agencies of the Government which already function, particularly within the Department of Commerce and the Department of State. The Department of State is clothed with authority to negotiate trade agreements. I believe in this bill we are being asked to expand the Government by creating additional bureaus and agencies, and thereby necessitating an additional expense on the part of Government instead of increasing its efficiency.

There would also be a specialist on price economics. There is much concerning this section of the bill which I do not understand.

There would also be an expert on social welfare. We have a Social Security Administration within our Government at the present time. I do not know what need we would have of a specialist in social welfare.

There would also be a specialist in the field of taxation and fiscal policy. There is already a Joint Committee on Internal Revenue Taxation. We are now being asked to provide for an expert, and furnish him with a staff which would deal with the subject of taxation and fiscal policy. What I have already said with reference to standing committees applies in this instance. We have been asked to furnish the Finance Committee with four experts to assist in solving the technical problems associated with tax legislation.

We are also to supply an expert on the subject of transportation and communications. But, Mr. President, we have already taken care of such matters.

We would also supply an expert on the subject of veterans' affairs. Mr. President, what is there about veterans' affairs which cannot be administered by the Veterans' Administration? Under the Legislative Reference Service of the Library of Congress we would furnish an expert on the subject of veterans' affairs. How many veterans would write to that person and inquire with reference to what they must do in order to secure the adjustment of their claims or with reference to other matters of that kind? The only thing which I can see that this expert would do would be to issue a booklet of some kind on the subject, perhaps, on the GI bill of rights. But the Veterans' Administration has already provided information which would be embraced within such a book. Moreover, Mr. President, we have already established various offices throughout the Nation to which the veteran may go and talk directly with some person whom the Government has appointed to give to the veteran the assistance which he requires.

Mr. President, I again emphasize that the bill in its present form merely augments, expands, multiplies, and increases the present number of agencies and bureaus of the Government, all of which would be done at an increased cost and without resulting in any materially increased efficiency.

Mr. President, with reference to the reorganization of committees as proposed in the bill; as I have already said, I am not opposed to the plan which has been proposed. I do not say that it is

the best plan which could be offered. Upon further study of it I may have some suggestions to make. I have not served in the Senate as long as some other Members of the Senate have served, and I should prefer to leave final judgment with respect to that phase of the bill to Senators who have been Members of the Senate longer than I have, and who have served on various committees longer than I have served.

So far as I know, the joint committee has done a very good job with respect to the various proposed committees which are dealt with in the bill. It may be that some functions which have been assigned to some of the committees should be assigned to other committees. But I approve of the recommendation in connection with the reduction of the present number of standing committees, and the provision that they shall meet jointly whenever it is possible and feasible to do so in connection with the study of proposed legislation. I approve of the resultant curtailment of the amount of time which it would be necessary for Members of the Congress to consume in connection with legislative matters, and that statement applies also with reference to departmental heads and their staffs. For example, there may be a hearing taking place in the other House in regard to a flood-control bill. Reporters are engaged to report the hearings before the committee, and those hearings are printed. The bill later comes to this body and is referred to a committee. Hearings are again held on the bill, and there is much duplication of work. Mr. President, there is the place to begin to reorganize the Congress.

Mr. President, instead of moving to strike out subsection (a) or section 243 on page 50 of the bill, I should prefer to move to strike out all of title 2, except certain provisions thereunder which may contain much merit. I may say that I believe the Johnson amendment which was agreed to on page 40 of the bill with reference to the manner of selecting experts for the various committees, was a decided improvement of the bill. Certainly, every committee should have the prerogative, jurisdiction, and authority to select its own employees. In carrying out the same philosophy which is contained in the Johnson amendment as adopted by the Senate, I assert that there is no need for the establishment of a personnel director. Every committee, in my judgment, should have the right to employ its own clerical staff and its own experts. The Johnson amendment would allow that to be done. I do not know what the practice has been in the past; I do not know whether it has been the prerogative of the chairman of a committee to select the entire staff of the committee. Perhaps there may be some objection to that practice. If so, it has been corrected by the Johnson amendment. Under the bill now with the Johnson amendment the selection is made by the majority of the committee. The democratic process is invoked, and the majority of the committee selects the members of its staff and discharges them whenever it sees fit to do so. That is the way it should be done. That is

why I feel the way I do with reference to the pages in the United States Senate.

I believe that the adoption of this section of the bill might be interpreted throughout the country as meaning that the present system which is pursued in connection with the selection of pages has not proved to be successful, that the pages are not efficient, that there is a need for reorganizing the system which is used in connection with the employment of pages, and that some person should be employed to screen them, and determine finally that they must be residents of the metropolitan area of the District of Columbia or else they will be ineligible to serve.

Mr. President, to one section of this bill I desire to make special reference. It meets with my approval and I want to commend the committee for including it in the bill. I refer to the provision on page 26, section 122. It is in line with what I have been saying with respect to what is needed basically to reorganize the Congress so as to give it greater efficiency. Section 122 provides:

The standing committees of the two Houses are authorized to hold joint hearings with respect to subject matter within their respective jurisdiction.

I suggest, Mr. President, that after the word "authorized" there should be inserted an amendment reading, "and directed, whenever practicable and feasible, to hold joint hearings with respect to subject matters within their respective jurisdictions."

When I offer that amendment, as I expect to do in the course of these proceedings, I hope it will be agreed to, because it is the very crux of any proposal to reorganize Congress if there is a desire to prevent duplication of effort and the wasteful expenditure of time.

There are other provisions of the bill which I expect to discuss when I offer another amendment which I have had printed and which is lying on the desk.

One of the ways to increase the efficiency of Congress and to conserve its time and to provide for greater economy and for better government, in my judgment, is, after the Congress enacts legislation, to follow through the administration of the legislation by the executive departments of the Government. We need to find some way by prescribing a formula or providing machinery, to obviate the necessity for the creation of special committees. Many special committees could be eliminated. This bill prohibits the creation of any special committees in the future. I do not know that it would be a proper solution of the question or a wise policy to enact a law absolutely prohibiting under any circumstances the creation of a special committee. I do not think, however, the provision relating to special committees has any great significance because all we would have to do would be simply to pass a resolution saying that, notwithstanding any other provision of law, there is hereby created a special committee to do this or to do that. That is all we would have to do to get around that provision of the bill. What I think is needed is to set up a joint committee of the two Houses of Congress, to serve as a continuing com-



mittee, a permanent committee, and charge it with the duty and responsibility of making such investigations as the Congress may authorize from time to time, or to investigate on complaints made to it, or to Members of Congress, which the committee feels have such merit as to warrant an investigation, or to act on its own initiative.

To me the important thing in order to obviate the duplication which now occurs, is to have a standing joint committee to conduct investigations. We have had many instances of a House committee investigating the OPA, for instance, or some other activity of administrative agencies of the Government, and at the same time a special committee of the Senate or a subcommittee of one of the standing committees of the Senate conducting a similar investigation, making an inquiry into the same subject matter and into the same general complaints. That would be obviated, and the Congress could make some progress toward streamlining itself and avoiding the necessity for duplicating overlapping activities on the part of the two Houses, by having one joint committee do that work.

When I offer the amendment which I have sent to the desk, and which is printed and on the desks of Senators, I shall point out the duties and functions, as set forth in the bill and in the report of the committee, which are imposed upon the new Committee on Expenditures in the Executive Departments. By forming the two committees, the House committee and the Senate committee into a joint committee, for the purpose of making the investigations and studies which the pending legislation directs each committee—at least, each Senate committee—to make, this work could be done, if the committee were properly staffed with men competent to assist it, and a better surveillance could be kept over the different administrative and executive agencies of the Government.

Unless that is done, Mr. President, I do not believe that the provisions of the pending bill will solve that problem. I do not have the provision before me at the moment, but under the terms of the bill each standing committee is authorized or required in the future to follow through in the administrative departments of the Government all legislation and laws that come under the committee's jurisdiction, see to it that the laws are properly administered, and to keep informed as to the policies of the department, or branch, or agency, or bureau of the Government that is administering a law which the particular committee may have handled and may have reported. I assume the provision would apply to such laws as may previously have been enacted and which would normally have been handled by the committee in question.

Mr. President, that is all right so far as it goes, and if the committee could find time to do it, that would be of some benefit, and I think they would do it. I would not want to remove that provision from the bill. I think it ought to remain in the bill. If the committees have the time and if they will undertake such

work, I think this provision of the bill would serve a good purpose.

Mr. President, one of the most important reforms we need in this Government is to make governmental agencies more responsive to the elected representatives of the people. That is one of the great problems confronting us.

I am sure every Member of the Senate has had similar experiences to some I have had. No matter how meritorious may be the complaints we have from our constituents, we know what occurs. We go down to a Government agency to present the matter, and actually we contact a youth who has been placed at the head of a division, a young man who may never have had 1 day's practical experience in the line of work of which he is put in supervision, but who has been given authority and jurisdiction, indeed the power, to tell a United States Senator that he does not know what he is talking about; that he is running that show, and he is going to make this order and make that one.

Mr. President, I am sure every Senator has had some such experience. I know it is impossible for the Senate or the Congress to retain absolute control. Some power must be delegated, but there should be a follow-up on these agencies by the Congress, with sufficient persuasion and influence to supervise their administration of the law, so that the Congress could keep advised as to whether their interpretation of the law was in accordance with the will and intent of the Congress at the time the law was passed.

We do not have that power now. The committee which I would set up would have duties along the lines of those prescribed for the committee to be set up under the bill, on expenditures in executive departments. The joint committee I would set up would be charged with continuing duties.

Mr. President, we get many complaints, some of which are justified, some of which are fully warranted, some of which are meritorious. I get some complaints, and I am sure every Senator does, asking me to investigate this or investigate that in some agency in my State. Some constituent will say, "I want an investigation made. They have done this or have done that." I cannot go down and investigate personally. I have no authority to do so. I could go and make some inquiry if I had the time, but, of course, I do not have the time, and other Senators do not. I cannot leave my office every time I receive a complaint and go and make an investigation. So, when I get such a letter, all I can do is to call up, or we write this or that bureau, and the head of the bureau makes the investigation. He sends out his own staff to investigate his own employees, and 99 times out of a hundred he comes back with some explanation sufficient to satisfy him that nothing is wrong.

I have in mind an instance to which I shall refer and which I shall discuss when the OPA measure is before the Senate. There is a case in my State in which I think there was a flagrant violation of duty on the part of a public servant. Yet the cloak of protection is thrown

around him, and he is holding his job today. I have no way of investigating such things, but in this instance I happen to have this man's own letter, over his own signature, which is irrefutable, and which is sufficient, in my judgment, to indicate that he was proceeding on a policy that was contrary to every concept of the duty of a public servant.

Mr. President, it is cases like that which are brought to our attention. I am sure we get many complaints in which there is no merit whatever, but we do get complaints of such a character and nature that they should be investigated. I can write a letter, any other Senator can write a letter, and get an answer, but if we had the joint committee which I shall propose in the amendment I shall submit, if such a joint committee were created by the Congress, properly and adequately staffed as a permanent committee, when a complaint of this nature, when a dereliction of duty of this character, was brought to our attention, instead of writing the chief of the department or calling him on the telephone and having him make some sort of an investigation by his employees, while that is the only way he has of doing it, and then making a report to us, if the committee thought there was any merit in the complaint, or believed there was prima facie justification for the complaint being made, the committee could not only call in the chief and have him explain with regard to his policy in connection with matters involved in the complaint, but the joint committee could subpoena any employee, or could have his chief require that employee in our State to appear before the committee and give an account and report, and give testimony with regard to his activities.

Once such a committee has been set up, and has been functioning a short time, we will not have so many of these complaints. The employees will know that the eyes of Congress are still upon them.

Ah, Mr. President, too frequently today we pass legislation and delegate powers. We have nothing to do with who is employed. We do as we are asked to do here now with reference to the employees of the Senate, give some fellow a big job, and it is his responsibility to get the employees, and he gets them. Then the Congress has lost touch, has lost contact. The only contact we have is by going and pleading and begging for something which we think is right.

The joint committee I propose is not to be a new committee. We would, in effect, be doing exactly what the bill in section 122, which I read, actually is intended to do, but does not adequately do; that is, set up one committee composed of two presently existing committees, one of the House and one of the Senate, charged with responsibility for the supervision of the efficiency and expenditures in the executive departments of the Government.

Once that committee is set up and functioning those who would place distorted interpretations upon the laws Congress passes in order to serve their own ideas of what the law is and how they want it to function could immediately be called before this committee,



and there could be thrashed out the question of the interpretation of the law and the practices they are pursuing under it.

If that committee disagreed with the officials and found their practices to be wrong, if they did not desist from them upon being advised how the committee felt about it, the committee would be in position to report, and the bill would require that the committee make a report to the Congress, and any member of the committee would then be in position to stand here on the floor of the Senate and make a report about it, and indicate the attitude of the affected agency or public servant acting contrary to the will of the Congress in the interpretation of the law, and in the application of it, and in the practices being pursued in connection with that agency.

Mr. President, that will help us streamline Congress. We will not have to appoint a special committee to investigate the OPA, we will not have to appoint a special committee to investigate the sale of surplus property, we will not have to appoint a special committee to look into war contracts, and to look into this, that, or the other. There would be this joint committee to make the investigations. There would not be duplication. The committee would make its report to Congress annually, or at any time, would report on the efforts to bring about changes. If they found the law susceptible to interpretation that really violated the will of Congress, the committee could immediately report a bill to Congress to correct the evil, and recommend the necessary amendment or change in the original law so that it would no longer permit of the distorted interpretation placed upon it.

That, Mr. President, will bring about efficiency. That is the type of reorganization needed. That is what should be done by Congress. Instead of wasting our time here in trying to set up a personnel director for page boys we ought to bring more closely under the will of the Congress those who are administering our laws, so they will be more responsive to the will of the citizens of the Nation who in public affairs speak only through their elected representatives.

I want to bring the Government closer to the people, nearer to the people. I want to bring the Government back to the people. One way to take it farther from the people is to put these little page boys under a personnel director. If the staff of experts provided by the bill is set up and if several other things provided by the bill are done it will result in moving the Government farther and farther from the people themselves; it will be less and less in touch with the people; it will be farther from the reach of the people, and the people will wield less influence on government.

Mr. President, the people have no one to appeal to other than Congress. They can write to the OPA and other agencies and state their problems. I could use any other agency of government, but I make reference to OPA because it is much in the minds of the people at this time. People either want to continue OPA in some form or are against it entirely. So I use OPA simply as an illustration. The

point I make is that any citizen who feels that he has been wronged by the OPA or that he has been mistreated by some of its representatives, or unjustly dealt with by reason of some of its regulations, or has been unjustly accused by it, may write in and make complaint. It is contended that those so injured can go to the courts for relief, but from my observations of the past I would say that there is very little relief such an individual can obtain in the courts.

Mr. OVERTON. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. OVERTON. Talking about bureaucracies, has it not occurred to the Senator from Arkansas that if we were to enact this bill into law there would be established here in our legislative bodies a bureaucracy in one of its worst forms, under which we would have a Director who is to recommend and practically to select the employees of the Senate, as well presumably later on of the House; that those employees will in effect be under his control and under his domination, and that as time goes on and the present membership of this body is succeeded by other members this bureaucracy will be so installed here, its members will have such a dominion over the councils of committees and of the whole legislative process, because they are going to be associated with every committee, that we are going to have a permanent bureaucracy here in our own legislative body.

Mr. McCLELLAN. That is exactly what we are doing by this bill, Mr. President. We are simply setting up, as I said the other afternoon, a super civil service without it being in civil service. The Director makes his own plans. It is said he must submit them to Congress, but I call attention to the fact that he employs whom he pleases, he employs as many as he pleases, he fixes their salaries himself. The salaries are not fixed by the Congress, but this Director fixes the salaries. Of course Congress would have to make an appropriation for the salaries. By doing the things to which I have called the attention of my colleagues today we are creating another bureaucracy, as the Senator from Louisiana has said. Apparently we do not have enough of bureaucracy in the executive departments, so we are bringing a bureaucracy here into the legislative division. If we do that, Mr. President, the Congress will simply be abdicating its responsibility to its constituents.

Mr. OVERTON. Not only that, but it will be abdicating its influence.

Mr. McCLELLAN. When Senators and Representatives lose their influence they cannot help their constituents. That is the very point I am making. I am not going to sing like a honey bee around these bureaucrats so that I may get for my constituents what they are entitled to receive. I am going to do what I think is right, and ask for justice and proper consideration. But I am not going to humiliate myself or my position or my constituency by going to some personnel director and begging for some little favors. I am not going to do that while I am a United States Senator if I can help it.

I shall try to keep this measure from becoming law in its present form. I hope we can succeed in doing that.

I do not see why the wisdom of a United States Senator or the collective wisdom of the United States Senate is not adequate for the selection of the little page boys for the Senate. Another thing, Mr. President, the matter of the selection of page boys does not take up much of the time of Senators. If a vacancy occurs a Senator selects a boy to serve as a page, and he is on that Senator's patronage, but he will never require him to do anything in the world in return. What the Senator has done is to give that boy an opportunity he may never otherwise have gotten. He will be given the opportunity for an education. The boy will be given the opportunity to satisfy his ambition to watch the United States, and the Congress function. That, Mr. President, will be an inspiration to that boy. Many pages in the past, who have served in Congress, have drawn inspiration from the deliberations of this and the other body. They have been fascinated by their experience, and have become desirous of entering the public service. They have gone back to their constituency in later years and asked them to confer upon them the honor which they have seen conferred upon Members of Congress. They have asked their constituents to repose in them confidence to represent them in the legislative halls of the State or of the Nation.

Mr. President, I recall when I was a mere boy I had the ambition to serve as a page in the legislature of my State. I did not have the opportunity for some reason to serve as a page. But also, Mr. President, from my earliest days I had a desire and ambition to some day serve in the United States Congress. My father was a farmer. I had no more opportunity afforded me than thousands upon thousands of young boys in my State whose fathers were in a situation comparative to that of my own father. My father named me for a Member of Congress. All through the years that in itself inspired in me the ambition to become a Member of Congress. When I was 8 years old I wrote a letter to that Member of Congress for whom I was named, John S. Little, from the Second Congressional District of my State, and told him of my labors for that week in the fields, told him how much cotton I had picked during that time. I received a reply from him. I still have that letter and I cherish it. He wrote me of course as he might write to any other boy and commended me for my labors and predicted that some day I might aspire to fill a high position in the Government.

Mr. President, that was an inspiration to me. Is it not an inspiration to these boys? Every one of them will say that it is. If it is, why do we wish to limit appointments to boys in the District of Columbia? Can we with good conscience vote to make ineligible a boy from Virginia, a boy from Louisiana, or a boy from Texas? I will not vote to say to a boy from Arkansas, "You may want to be a page, but the only way you can become one is to get your father and mother to move to the District of Columbia, and then take it up with the Personnel Di-



rector to see if he will let you serve." That simply means that we would exclude boys from the States.

A Senator could not have a boy appointed unless he courted the favor of the Personnel Director. I never did like to do things that way. I like to ask for things on their merits, and if I am entitled to them, get them. That is the way I want to keep it. That is the way it is now. If the Committee on Rules assigns to me a page position for my State, I want someone in my State to have it. If a position as elevator operator is assigned to my State, if someone from my State wishes to work in Washington so as to have an opportunity to further his education, I want him to have it. He is entitled to it, just as a man from any other State is entitled to a position assigned to that State. Other Senators may vote as they please, but I will not vote to make the boys of my State ineligible for any of these opportunities that may be afforded in Washington.

We hear a great deal of talk about the patronage system. I am sure that it has been abused. But I say to Senators that there are some abuses in the civil service that outstink anything that ever occurred under the patronage system. It was said that we would be rid of the problem when Government employees were placed under civil service. It was expected that we would not be bothered with it any more. But after an employee has served for a time in the civil service he thinks he is entitled to a promotion. He wants his Senator or Representative to get him promoted to a higher grade. Perhaps he wants a transfer to some other desk, or some other city. I do not know of any way, in a democracy, by which Senators and Representatives can rid themselves of the responsibilities which go with this office.

Mr. OVERTON. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. OVERTON. I do not see the Senator from Maine [Mr. WHITE] in the Chamber. Following up the argument made by the able Senator from Arkansas, I do not think we could find a better illustration of his argument than that afforded by the very distinguished Senator from Maine, the minority leader.

Mr. WHITE entered the Chamber.

Mr. OVERTON. The Senator from Maine made some remarks on the floor of the Senate on Saturday last, following my observations in connection with the bill. Unfortunately I had to leave the Chamber in order to attend a meeting of the Committee on Appropriations, which lasted for some time. I apologized to the Senator from Maine for leaving, and expressed my regret that I could not remain to hear what he had to say. I shall not comment at this time on what he had to say. What I am pointing out is that we could not find a better illustration of what the Senator from Arkansas is speaking about than the one afforded by the Senator from Maine, with respect to his own experience.

What was his first association in the United States Senate? He told us that he was an assistant clerk to the Senate Committee on Commerce. That is the

way he began his career. He became very much interested in congressional work. In my opinion there has never been any more conscientious, painstaking, hard-working, or patriotic Senator than the Senator from Maine. He deservedly occupies a very high position in this body in his own party. He deservedly commands the respect of his colleagues and of the country generally. If it had not been that he began as an assistant clerk in the Senate Committee on Commerce in years gone by, perhaps he would not have developed the interest in congressional work which caused him to be first a Member of the House, and later a Member of this body.

That is exactly the point which the Senator from Arkansas is bringing out. A boy from the Senator's own State of Arkansas whom he would like to have appointed, and who is bright and capable, might never be appointed to an assistant clerkship or clerkship in any committee of the Senate, because, perforce, there stands in the threshold a director of personnel who may not approve of him. If there had been a director of personnel perhaps the able Senator from Maine would not in his younger days have met with the approval of the director, and he might never have had that clerkship. The magnificent and illustrious career of the Senator from Maine began in an assistant clerkship to the Senate Committee on Commerce. I know that he was a fine assistant clerk to the Senate Committee on Commerce, just as he has been a magnificent and deservedly renowned Member of this great body.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. WHITE. I ask the Senator to yield to me only long enough to permit me to bow to the Senator from Louisiana and express my thanks for the kind things he has said. He has exaggerated to some extent; nevertheless, he has spoken in kindly terms, and I am appreciative.

Mr. McCLELLAN. I join with the Senator from Louisiana in the very kind things he has said about the able and distinguished minority leader. I also join with the Senator from Louisiana in his evaluation of the merits of this proposal.

Mr. President, I feel that each Senator should ask himself this question: If a director of personnel is established to take over these page boys, and a boy from his State desires one of the positions, will the Senator refuse to go with him to see the Personnel Director and try to have him appointed? I say to my colleagues that they will spend just as much time on the problem as they do now. The only difference will be that there will be someone to say "No" to us. We shall not get rid of any burden we now carry. That is my honest judgment.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield.

Mr. WHITE. The Senator put a question to me. He asked me, in effect, if I would go with a Maine boy to the Director of Personnel and urge his appointment. Of course, I would, and I

would go in the full expectation that a boy from Maine would be so well qualified in all respects that he would receive the certification and recommendation of the Director. If he did not measure up to the standard of qualifications, I do not believe that either he or I would expect his recommendation or appointment.

Mr. McCLELLAN. Mr. President, may I ask the Senator a question?

Mr. WHITE. I hope the Senator will not ask too many questions.

Mr. McCLELLAN. Does not the Senator feel that he is competent to judge whether or not a boy measures up to the requirements? How would the Director of Personnel know any more about a boy from Maine than would the Senator? I do not believe the Senator would admit that a personnel director would know more about that boy than would the Senator. I do not think he would have any better way of finding out.

Mr. WHITE. Mr. President, the Senator is asking questions which are somewhat embarrassing, but I am perfectly willing to answer them.

Mr. McCLELLAN. I am not directing them to the Senator from Maine primarily. I am directing them to every Member of the Senate. I think what I have said is what is involved.

Mr. WHITE. I am perfectly willing to state my attitude toward the proposal. Of course, I would want a Maine boy appointed. Of course, I would go with him to the Personnel Director and I would recommend him to the Personnel Director. But if he did not meet the standards laid down by the Director of Personnel and if he did not commend himself to the agency we are setting up to pass upon the merits of the applicants without regard to personal or political considerations, I would not think he was entitled to appointment and I would not think he was entitled to preference over someone who did meet the standards.

That is just the point. In this whole matter the Senator from Arkansas and I are moved by personal considerations, namely, our acquaintance with the boy and our acquaintance with his father and mother and with his neighbors. But that is not the basis upon which the appointment should rest. The appointment should rest upon the boy's qualifications, as the qualifications are determined and established by the appointing head. If the boy cannot meet those specifications and if he does not measure up to them, then, however much I might like to see him appointed, he simply is not entitled to that place, over another boy who does meet the qualifications.

Mr. McCLELLAN. Mr. President, the Senator's remarks suggests another question.

Mr. WHITE. Mr. President, if I am going to keep on suggesting questions, I shall sit down.

Mr. McCLELLAN. Well, I wish to make this observation: In the first place, the Senator from Maine is not going to recommend a boy whom he does not believe would meet the requirements. I will wager that since the Senator from Maine has been a Senator, he has not



recommended a boy to be appointed a page if the boy has not met the necessary requirements. When we consider the entire situation, as applied to everyone in Congress, we readily admit that an exception might occur; but exceptions would occur no more often under the present system than they would under the proposed system.

Mr. EASTLAND. Mr. President, will the Senator yield for a question?

Mr. McCLELLAN. I yield.

Mr. EASTLAND. Does not the Senator from Arkansas believe that a Member of the Senate who knows a boy's background and qualifications is better able to judge whether that young man measures up to the standards than an agency or an employee we might set up could?

Mr. McCLELLAN. I say to my colleague that I do not think it is necessary to set up a personned director to supervise the employment of elevator boys and page boys for the Senate. I think such a step would be going far afield.

Mr. EASTLAND. Does the Senator think that by virtue of setting up the civil-service system we have raised the standard of efficiency of Government employees?

Mr. McCLELLAN. I am not complaining about the civil-service system, but I will say that by establishing that system we have merely placed in Government jobs certain persons who have been able to meet certain requirements, and they hold those particular positions indefinitely, and the efficiency ratings they are given are often fixed on the basis of the likes or dislikes of their superiors. We cannot establish a standard or a formula for the measuring or for the evaluation of merit and at the same time guarantee that it will preclude the consideration of the personal and human equation. The personal and human equation enters into the matter all the time.

With reference to the page boys, I say we would do well to continue the present system. Under it everyone will be happier. There has not been any friction because of it or dissatisfaction with it, so far as I know, or any inefficiency on the part of any page boy who has been appointed under the present system. If any of us were informed that one of the page boys did not satisfactorily perform his duties, we would not keep him here. No Senator would. Yet it is proposed that we turn the whole matter over to a personnel director.

Mr. President, I have talked much longer than I intended to speak when I began my presentation of this matter. I did wish to take occasion to discuss some of the other provisions of the bill, and I have referred to some of them. But I wish to say in concluding my remarks that I hope the Senate will vote this section out of the bill. It has no place in it. This provision will not reorganize Congress, and neither will it promote the efficiency of Congress. The provisions of title II with respect to the establishment of a Personnel Director would, if enacted into law, result in the setting up of another bureau and the establishment of so many experts that the Congress would be "experted" to where it would not know

whether it was going or coming. The result would be to create more confusion, instead of to reduce it.

I hope my colleagues will not vote to turn the page boys over to a Director of Personnel. I hope that both the Members of the Senate and the Members of the House of Representatives will, as individual Members of the Congress, accept in full measure the responsibilities and obligations which go with service in the Congress. I think those responsibilities embrace the duty which we owe to ourselves to pass upon the merits of those who serve us in our legislative duties. By setting up a Personnel Director and giving him complete authority and power in such matters, including the right to say, "No," to a Senator or to a committee of Senators, or even to the whole Senate, with respect to who shall be employed, I do not believe we make progress in the interest of economy or efficiency or expedition of the business of Congress, nor do I believe such a step will serve to relieve any Senator of any work or responsibility which now rests upon him.

Mr. President, just as the Senator from Maine said a moment ago, I say that if a boy from his State wanted such a position and if he came to see the Senator about it, the Senator would go with that boy from the Senate Office Building to the Director of Personnel, and would talk with him about the matter. But if we do not establish a personnel director, all the Senator will have to do will be to pass judgment on that boy's qualifications himself. I believe that the Senator from Maine or any other Senator is just as competent to pass upon the qualifications of a page boy as would be any \$10,000-a-year director who might be employed by the Congress. Yet under the proposed system, the Senator would have to go to the Personnel Director and present the boy's case, whereas under the present system if a Senator has allocated to him the right to appoint a page, all he has to do is give him the job and place his name on the pay roll.

At the present time none of the Senate pages come from Arkansas. Nevertheless, I am unwilling to vote to make the boys of my State ineligible to appointment as pages in the Senate.

I do not know whether there will be any other discussion of this amendment; but before it is voted on, I shall hope to have a quorum present and I shall ask for the yeas and nays, in order that we may record our votes on this question.

Mr. BRIDGES obtained the floor.

Mr. RUSSELL. Mr. President, will the Senator yield to me, to permit me to suggest the absence of a quorum?

Mr. BRIDGES. I yield.

Mr. RUSSELL. I suggest the absence of a quorum.

The PRESIDENT pro tempore. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Andrews	Bushfield	Eastland
Austin	Byrd	George
Ball	Capehart	Guffey
Barkley	Capper	Gurney
Bilbo	Connally	Hart
Bridges	Cordon	Hatch
Brooks	Donnell	Hawkes
Burch	Downey	Hayden

Hickenlooper	Magnuson	Saltonstall
Hill	Maybank	Stanfill
Hoey	Millikin	Stewart
Huffman	Moore	Taft
Johnson, Colo.	Murdock	Thomas, Utah
Johnston, S. C.	Murray	Tunnell
Kilgore	O'Daniel	Tydings
Knowland	O'Mahoney	Vandenberg
La Follette	Overton	Wagner
Lucas	Pepper	Walsh
McCarran	Radcliffe	Wherry
McClellan	Reed	White
McKellar	Robertson	Wilson
McMahon	Russell	

The PRESIDING OFFICER. Sixty-five Senators have answered to their names. A quorum is present.

Mr. BRIDGES. Mr. President, when our Government was founded and the Constitution was adopted there was provision made for three separate and distinct branches—the executive, the legislative, and the judicial. When they were created, they were more or less equal. But the executive branch of the Government has mushroomed into the greatest governmental bureaucracy not only this country but any other country in the world has known. The legislative branch of the Government has relatively stood still. The judicial branch has varied only insofar as the country has developed, and additional judicial divisions and district courts, appeals courts, have been made necessary as a result of increases in population and in the development of the country.

Under the leadership of the late Senator Maloney, of Connecticut, who was one of the ablest and hardest working Members of the Senate, and who realized the overworked condition of Senators and Representatives, a proposal was made to reorganize or streamline Congress. When Senator Maloney died, under the leadership of the distinguished Senator from Wisconsin [Mr. La Follette] the Joint Committee on the Organization of Congress performed a service for which every thoughtful citizen of this country and every progressive-minded person, as well as the Members of Congress, should be most grateful.

The work of the committee has been long, arduous, and tedious. The committee has worked faithfully and hard. As a result of long and extended hearings, a report was made, and subsequently the bill which is now before the Senate was presented.

This committee, in a very general way, concentrated its study on ways and means by which the Senate and the House of Representatives could improve their organization. The war years, and this most important period of transition from a wartime economy to a peacetime economy, have increased the responsibilities of the American Congress and correspondingly the responsibilities and duties of every Senator and every Representative. Yet, to cope with our ever-increasing national problems, which, under our system of government, must be solved by legislative decision, we have practically the same organization and the same work system that have been peculiar to Congress since the beginning of the Government.

It will not be denied, I am sure, that we can expect only a further increase of congressional responsibilities. Therefore, I believe, Mr. President, it has be-



come increasingly evident to everyone that it is imperative that our legislative organization and our work system in Congress be so modernized as to enable it to deal adequately with the multitudinous problems now facing the Nation. National problems increased tremendously during the period of war; they have increased in the past year, and we can foresee nothing but a further increase in their number and complexity in the years and decades ahead.

Mr. President, I believe the committee, because of the various studies it made, the extended hearings it held, and the conscientious work it performed in connection with this problem, has rendered a distinct service to the country, culminating in the recommendations which the committee has submitted to the Congress and which in the form of a bill are now under consideration by the Senate.

Mr. President, the ever-increasing responsibilities rest not only upon the Congress as a whole, but they daily become more burdensome to the individual Members, whose time is often so divided between committee studies of issues as to make it impossible to give any single issue, whatever may be its importance, the degree of attention it merits.

Very few people, except the Members of Congress themselves, realize how involved is the situation we face. I recall very distinctly that while speaking at a meeting during the past year, a man stood up in the back of the audience and asked, "What is your position on H. R. 4943?" When I told him that I did not know what the bill was all about, he said, "Just what I thought; it is typical of the average Senator down there in Washington. You do not know what you are doing or what you are legislating upon. You do not know what the bill is about." Then I went on to try to explain to him that more than 9,000 bills were pending before the Congress, and that it was almost impossible for a Senator to be informed respecting more than the very important bills, or the bills coming before his particular committees, which might number a few hundred or perhaps a thousand or more. People have no conception of the duties the average Senator is called upon to perform.

Since I have been a Member of the Senate—and I have been here rather a brief period of time, but about 10 years—I have seen man after man in the United States Senate whom I highly respected, die from overwork. Overwork has been the primary cause of death of most of the Senators I have in mind. Senator Maloney died solely from the strain of overwork. Senator McNary, our very able floor leader, died by reason of a great accumulation of work. The same thing is true of Senator Scrugham of Nevada, Senator Thomas of Idaho, Senator Sheppard of Texas, Senator Harrison of Mississippi and Senator Adams of Colorado. I sat with Senator Adams on the Appropriations Committee. At that time there was not a harder-working man in the Senate than Senator Adams. He literally worked himself into his grave. Senator Pittman of Nevada and Senator Gibson of Vermont died from overwork. Senator Copeland of New York is another man who literally

worked himself into his grave. The same cause, overwork, has sent many other Senators and Congressmen to their deaths. Senator BANKHEAD is very seriously ill at the moment due to the strain of overwork. Yet, with the increased responsibilities placed on the shoulders of United States Senators and Representatives, we have done practically nothing to meet the situation or to relieve Senators of the too great burdens which they are trying to carry in the performance of their duties.

Today, Senators have the terrific problem of making both ends meet. A Senator receives \$10,000 a year. A House Member, I may say, receives \$10,000 a year plus \$2,500 for expenses, an allowance which at times I have advocated on this floor should also be given to Senators, but the proposal has been killed by Members of our own body. A Senator not only has to pay the Federal income tax which every other citizen has to pay, which takes approximately one-quarter of his salary, but he must maintain two homes, one in his home State and one in Washington. He has to maintain two homes if he is to continue to represent his State in the Senate. He must travel back and forth between his State and Washington. Aside from one allowance for a round trip, he has to pay his own travel expenses. He either has to maintain a car in his home State as well as a car in Washington, or he has to get around in Washington on streetcars and by taxi, and pay for such travel out of his own pocket.

I desire to say a few words about one of the most disgusting things I have noticed in Washington. We talked about it in the Appropriations Committee today. I refer to the use of Government cars by the bureaucrats downtown. I was in Woodward & Lothrop's store the other day buying an article which I needed. While I was there, outside the store were four black Government limousines, with chauffeurs. They were not occupied by the Government officials themselves to whom the cars were assigned, but their wives or members of the family had taken the cars and were driven by Government chauffeurs on a shopping expedition.

Recently I attended a dinner in Washington which was quite widely attended. I see on the floor other Senators who were also present. It was a rainy night, and when the dinner party was over I saw Senators and their wives and Representatives and their wives running out in the rain and, getting very wet, trying to hail taxis or to get to streetcar lines. Yet more than 20 sleek black limousines, driven by Government chauffeurs, pulled up and picked up the various Government bureaucrats and took them on their way. As I said, I saw United States Senators and Representatives and their wives get sopping wet while trying to get taxis or proceeding to streetcar lines. The Senator from Iowa [Mr. HICKENLOOPER] suggests to me that I did not mention that the cars in question were Government cars. I intended, of course, to say that they were Government cars, with Government-paid chauffeurs. It will be found that not only Cabinet members and other high-

ranking members of the Government have the use of Government cars, but pretty nearly every little bureaucrat in Washington has such a car, and most of them have Government-paid chauffeurs. Yet there is objection not only to giving a Senator who directly serves the people an adequate salary, but objection to granting him a simple allowance for his expense account as well.

Mr. President, I wish to call attention to the law on this subject. We are going to do something about this matter. Some years ago Congress passed a law which prohibits the use of Government cars for private use. We checked on that matter this morning in the Appropriations Committee. I have the law before me. I shall raise that point now, and I think Congress should take steps to find out why the law is not being lived up to, and just who ought to be brought to task. I read from the law:

(b) For the maintenance, operation, and repair of any Government-owned motor-propelled passenger-carrying vehicle not used exclusively for official purposes; and "official purposes" shall not include the transportation of officers and employees between their domiciles and places of employment, except in case of medical officers on out-patient medical services and except in cases of officers and employees engaged in field work the character of whose duties makes such transportation necessary.

Then the law provides:

Any officer or employee of the Government who willfully uses or authorizes the use of any Government-owned motor-propelled passenger-carrying vehicle, of any motor-propelled passenger-carrying vehicle leased by the Government, for other than official purposes or otherwise violates the provisions of this subsection shall be suspended from duty by the head of the department or establishment concerned, without compensation, for not less than 1 month, and shall be suspended for a longer period or summarily removed from office if circumstances warrant. The limitations of this subsection (b) shall not apply to any motor vehicles for official use of the President, the heads of the executive departments, Ambassadors, Ministers, *chargés d'affaires*, and other principal diplomatic and consular officials.

I assume from that language that, very properly, the President and Cabinet members are exempt from the provision, but the law does not exempt the average little bureau head or division head downtown. What is going on is disgraceful. If it is necessary for the Congress to designate someone to enforce that provision of the law it should be done. I call it to the attention of the Senate now for the purpose of further indicating that Senators and Representatives are deprived of action which would help them to serve the people while bureaucrats abuse privileges. Senators are now limited to 26 official long-distance telephone calls a month. Yet any third-class clerk in a Government department or agency can pick up the telephone and call San Francisco, Seattle, or any other distant point at any time of the day he wishes, and we assume that it is for official purposes. There is no accurate check on it. Yet an adequate provision for the American Congress is approached with timidity by the average Senator or Representative.



Neither the members of the committee, in spite of their long and conscientious study of congressional reorganization, nor other individual Members vitally concerned in this subject claim perfection for the bill which the Senate is now asked to approve. I have long been interested in congressional reorganization; and, insofar as possible, have encouraged the Members of Congress who have made this study for us. The bill which the committee has reported is much better than I expected would be possible. I am not in agreement with all the provisions of the bill; but instead of being against it all along the line, why can we not get together? If amendments are needed in order to perfect the legislation, let us offer the amendments and adopt them, and take a forward-looking step, rather than oppose the whole proposal.

There has been hope for the work of the joint committee from the beginning, largely due to the fact that those upon whom the committee first called for advice and suggestions were Members of Congress, who, of course, have the deepest recognition of the faults of their own organization. The bill representing the report has been followed on the floor of the Senate during the past 3 days by the able Senator from Wisconsin [Mr. LA FOLLETTE], who has with interest and cooperation listened very patiently to the various objections offered by his colleagues. He has already accepted a series of amendments to bring the bill into line with what the leaders of this body consider to be the most workable system. I hope that in the final discussion today Senators will continue the procedure so far followed in the debate. I believe that this is an opportunity for every Senator who believes that the Congress should be kept abreast of the times to do his bit to place Congress in a position adequately to meet the problems of the day. His opportunity to do so is today.

Instead of opposing the entire bill, as many Senators are now doing today, and have done in the past, let us get down to the meat of the proposal and see if a workable basis cannot be found. Let us pass a bill for the modernization of Congress. The committee has given freely of its time and has worked faithfully. There is not a member of the committee who is not ordinarily overworked. The committee is composed of busy Senators and Representatives. They have done their part. Now it is the job of the Senate and the House to do their part. In my judgment, their part is not to stall or oppose generally the provisions of the bill, but to endeavor to meet the problems of the day by improving it and passing a bill which will be a definite step in the right direction. If it does not work properly, let us correct it afterward, rather than oppose the whole thing now and get no legislation, which is very likely to be the situation of we fail to meet our responsibilities.

Many members of the public are critical of the American Congress; but I know of no one who can be more progressively interested or constructively critical than Members of Congress themselves. Every Senator present knows

that he does not have adequate help in his office. Every Senator knows that unless he is financially independent he is unable to make both ends meet on his salary. The membership of the Senate should not be limited to millionaires, or to men who have outside income. The Senate of the United States should be a cross section of the citizenship of America. It should contain rich men, poor men, and men of modest means. We cannot have a cross section of America if Senators receive \$10,000 a year and must pay a quarter of it in Federal income taxes, maintain two homes, pay their own traveling expenses, and meet all the obligations which devolve upon them, such as subscriptions for this and that, and all the other expenses they are called upon to bear. It simply cannot be done.

The pending bill offers an opportunity to remedy that condition. In the bill we are not asking the Congress to approve a salary increase by itself. What the committee is saying to the American Congress is, "Let us improve all along the line. Let us establish an adequate retirement system. Let us increase salaries; but at the same time let us make ourselves more efficient so that we can more adequately cope with the problems of the day." That is a sound reason for the legislation which we are now considering.

Let me say a word about the retirement feature of the bill. Although I believe that what the bill proposes in connection with retirement is very good, I do not think it is good enough. As I understand, there is a movement on foot in the Senate to offer an amendment to strike out the retirement provisions of the bill and substitute a much more limited scale. To my mind that would be foolish in every way. We should provide adequate retirement for Members of the Congress. We provide it for generals, admirals, captains, lieutenants, sergeants, corporals, privates and others in the Army and Navy. We have provided it for every little civil-service employee in the Federal Government. We have provided it for the judiciary, all the way down the line. Why exclude Senators and Representatives from the benefits of retirement? I would go much further than is proposed in the bill with respect to retirement.

I believe that we should encourage young men to become members of the American Congress. Let us assume that a man becomes a member of the Senate or the House when he is 30 years of age, spends the most productive years of his life as a Member of Congress and then gives up his position. I think he should be protected when he is defeated or forced to retire because of ill health, because he has given up the productive years of his life.

For example, take the Senator from Illinois [Mr. LUCAS]. He is a member of the opposition party, but he is a man for whom I have very high respect. The Senator from Illinois is a lawyer. If he had remained out of public life, during the most productive years of his life his ability would have enabled him to earn sufficient income adequately to provide for his retirement in the course of a few

years. On the other hand, he is giving up a lucrative law practice and devoting the most productive years of his life to public service. When the time comes when his health fails or he is forced to retire, he will not have a great reserve built up, because he will have given the most productive years of his life to public service.

I say that the American Government can make no better investment than to provide adequate retirement for Members of Congress, instead of limiting the retirement privileges as they are limited in this bill, or trying to limit them further, as I understand is proposed by an amendment. I would make them very much more liberal. I intend to offer an amendment in that direction when the opportunity presents itself.

I have set in committee rooms of the Senate for the past 10 years and have heard many Senators tell what is the matter with Congress and what we should do. We have an opportunity today to do something. I should like to see Senators who have been sitting in committee rooms and telling us privately what is wrong come to the forefront and help put this bill across. If it is not all it should be, let us try to make it better; if some of its provisions should be more liberal, let us liberalize them, if it needs to be corrected in other respects, let us correct it; but let us pass a bill which will do the job which we are called upon to do.

The other day the Senator from Maine [Mr. WHITE], referred to the days when he began his service in the Senate. Conditions have changed since that time. Even in the 10 years I have been a Member of the Senate I have seen the problems so increased and the burdens thrown on the shoulders of United States Senators so multiplied that it is foolish to compare the present situation even with that of a few brief years ago. The situation will not improve. It was hoped that when the war was over our burdens would be gradually lifted. However, in the post-war period our problems are greater; the burdens on our shoulders are more onerous than they were at the height of the war. Let no one think for a minute that they will become any lighter. With the concentration of authority which we have in Washington today, and with Washington becoming the nerve center of America and the world, as well as the capital of this country, the work of Congress cannot be lessened. Now is our chance to do something about it.

I do not wish to take more of the time of the Senate, but I hope that this measure will not be bypassed, and I hope that we can meet the issue fairly, and that any objections which we may have can be ironed out.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

Mr. HAWKES. Mr. President, will the Senator yield to me for a minute, before he suggests the absence of a quorum?

Mr. BRIDGES. Certainly.



The PRESIDING OFFICER. Does the Senator withhold his suggestion of the absence of a quorum?

Mr. BRIDGES. Yes.

Mr. HAWKES. Mr. President, probably I am in as good a position as is any other Member of this body to express an opinion regarding what the Senator from New Hampshire has been saying. When I came to the Senate I realized that the burdens on Senators who were serious minded, as I believe most of them are, were very heavy. I have been connected with business affairs, and I have seen the trials and troubles of business in both good and bad times. But I have never seen a load that was heavier than the load which is placed upon every serious-minded Member of the Senate of the United States.

I say to you, Mr. President, that it may be some years before the people of the United States find it out; but as affairs are going, the load is too heavy for any normal man in the world to carry.

In regard to one matter which the Senator from New Hampshire has mentioned, I wish to say that I am very deeply in favor of some kind of proper pension or retirement system for the men who give up their lives to their country by service in the Senate and the House of Representatives. I do not expect to participate in such a pension, so I am free to make this statement. It is just plain common sense for the people of the United States to make provision for such a pension or retirement system. Inasmuch as our people are spending so many billions of dollars on governmental affairs, they should realize that insofar as their public servants who are giving their time, abilities, and services in the interest of preserving this great form of government and way of life are concerned, it is to the interest of the people of the United States and it is merely plain common sense to say that the situation the Senator from New Hampshire has mentioned should be corrected, and it should be corrected on a fair and just basis.

As I am speaking now, I am reminded that last year we went all the way back to the old workers on the Panama Canal and we voted to give to those who worked on the Canal from 1908 to 1914, as I recall, pensions equal to 60 percent of the salaries they received during the last 5 years of their work on the Panama Canal.

Mr. President, my only reason for speaking now is that it will be recalled that a few months ago I objected to a proposal to increase the salaries of the Members of Congress because I believed that was not the appropriate time to do so. However, I believe the present is the appropriate time to consider any increases and improvements now that the reorganization bill is before the Senate.

I agree with the Senator from New Hampshire that we should pass the pending bill in some form. It may be that some amendments should be made to it; in fact, I think there are some amendments which should be adopted. But we should take this step, because it is a step in the right direction. The fact that we are discussing the affairs of Senators and Representatives in Congress is no reason for considering this

measure in a light any different from that in which we would consider a measure having to do with the affairs of anyone else connected with or working for any branch or agency of the Government of the United States.

Mr. BRIDGES. Mr. President, I agree with the Senator.

I venture to say that the able Senator from New Jersey reaches his office at around 9 o'clock in the morning and leaves it late at night. I have been at my office many times late in the evening and on Saturday afternoon and during the day on Sunday, but I have never been in the Senate Office Building that I did not see one or more Senators working there still later, at almost any hour of the night. I venture to say that Senators work more hours than do any other single group of people in the Nation. The objective of this bill is to save their lives, to make this country a better country, to give our country a more progressive, efficient government, to equalize the difference between the executive, the legislative, and the judicial branches of government which were set up when this country was founded. That is a sound objective to seek, and I hope we can obtain some action on it here today.

Mr. President, I suggest the absence of a quorum.

Mr. LA FOLLETTE. Mr. President, will the Senator from New Hampshire withhold his suggestion of the absence of a quorum for a moment?

Mr. BRIDGES. I withhold the suggestion.

Mr. LA FOLLETTE. I have been endeavoring to ascertain whether it will be possible to obtain a unanimous-consent agreement to bring this bill to its final disposition this afternoon. Before proposing a unanimous-consent agreement for that purpose, I should like to suggest the amendments which I am prepared to offer if that unanimous-consent agreement is entered into.

I am prepared to eliminate from the bill the references to the Congressional Personnel Director, and I am prepared to increase the membership of the Appropriations Committee from 13 to 21.

I can state the amendments which I shall offer if the unanimous-consent request is agreed to; I am now referring to the original print of the bill, which is the bill which is at the desk, and not the reprint of the bill which was made for the information of Senators, in order to show what changes had been made in the measure by way of amendment during the time it has been under consideration:

Beginning on page 35, in line 4, strike out all down to and including line 5 on page 38.

Mr. President, let me say that I shall send a copy of these amendments to the desk if it becomes necessary to do so.

On page 38, in line 7, strike out "Director" and insert "Secretary of the Senate and Clerk of the House of Representatives"; and in line 13 strike out "the" and insert "they."

On page 41, line 12, beginning with the word "Until", strike out through the word "the" in line 15, and insert in lieu thereof the word "The."

On page 41, beginning with line 20, strike out through line 2 on page 42.

On page 43, in lines 17 and 18, strike out "upon recommendation and certification of the Director of Congressional Personnel."

On page 50, beginning in line 20, strike out subsection (a) of section 243.

On page 51, in line 3, strike out "said" and insert "Congressional."

Also reletter the sections.

On page 6, in line 20, strike out the word "thirteen" and insert the words "twenty-one."

The effect of these amendments, as I stated a few months ago, will be to eliminate from the bill the creation of the office of Director of Congressional Personnel and to eliminate from title 2 any references to his duties and powers, and to make in the remaining sections of title 2 the corresponding changes which logically flow from the fact that this would be a proposal to eliminate that office from the measure.

Mr. President, I ask unanimous consent that further debate on the pending measure and all amendments and motions thereto shall be concluded at not later than 4:30 p. m. today.

The PRESIDING OFFICER (Mr. HOEY in the chair). Is there objection? Without objection, it is so ordered.

Mr. LA FOLLETTE. Just a moment, Mr. President. In order to obtain that consent I believe it would be necessary, under the rule, to have a quorum call.

The PRESIDING OFFICER. In order to obtain an agreement to limit debate on a measure it is not necessary to have a quorum present.

Mr. BARKLEY. Mr. President, I ask unanimous consent that the necessity for having a quorum call be waived.

The PRESIDING OFFICER. A request for limitation of debate does not require the presence of a quorum. The request is simply for a limitation on debate, and it is not necessary to have a quorum present in order to provide for such a limitation.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield to the Senator from Tennessee.

Mr. McKELLAR. Am I to understand that the amendments to which the Senator has referred have already been formally agreed to by the Senate?

Mr. LA FOLLETTE. No; I said that, if I could obtain the unanimous-consent agreement which I requested, I would offer the amendments.

Mr. McKELLAR. Does the Senator offer them now?

Mr. LA FOLLETTE. I would prefer first to obtain unanimous consent. Unanimous consent has not yet been granted.

Mr. McKELLAR. I thought it had been granted.

The PRESIDING OFFICER. Is there objection to the unanimous-consent request of the Senator from Wisconsin?

Mr. JOHNSTON of South Carolina. I object, Mr. President.

Mr. LA FOLLETTE. Mr. President, in view of the objection I have only one thing to say with reference to the amendment offered by the Senator from Arkansas.



The reason that the joint committee made its recommendation with regard to the pages of the Senate and of the House is that it felt Congress was not properly discharging its responsibilities in reference to the youths who come to Washington to serve as pages in the Senate and in the House of Representatives. I have been interested in their welfare, although I have never recommended the appointment of a boy to be a page in the Senate. I know that they are hard working and efficient youths, but I believe that too few Senators realize that many of them come to Washington on the threshold of adolescence, and are here frequently without friends, relatives, or guardians. Many of them live in boarding houses. The long hours which they are required to serve creates a very difficult problem so far as their education is concerned, and in order to comply with the requirements of the compulsory school attendance act a quasi-private school has been created and is now located in the subterranean passages of the Capitol. The head of the school, Mr. Kendall, and the teachers of the school have made the best of a very bad situation. One of the schoolrooms in the Capitol has no outside ventilation whatever. The average attendance in that one room affords only 100 cubic feet of air space to each pupil. Senators will recall that the report with reference to the horrors of the concentration camp at Buchenwald disclosed that the inmates of that horrible institution were allowed only 85 cubic feet of air space a person. At the moment, and for a number of years past, in the classroom to which I have referred the students have available only 15 more cubic feet of air space than was allowed to the Nazi victims in the concentration camp at Buchenwald.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. TYDINGS. I am very hopeful that the Senator from Wisconsin will restate his unanimous consent request, because I believe that some of us did not quite comprehend the effect of it when he made his request in the first instance.

Mr. LA FOLLETTE. I shall be very happy to restate it.

Mr. President, I ask unanimous consent that further debate on Senate bill 2177 be brought to a close by not later than 4:30 p. m. today.

Mr. BYRD. Mr. President, I have a very important amendment which I wish to offer, and I do not believe I could agree to the unanimous consent request which the Senator from Wisconsin has made. My amendment would restore that section of the bill which relates to the payment of retirement funds, and puts the matter on the same basis as that with reference to civil-service employees of the Government. As presently written, this provision would give to Members of Congress nearly twice as much in money benefits as is received by those who are employed under civil service. I would want ample time in which to discuss the matter, because I consider it to be very important.

Mr. LA FOLLETTE. Mr. President, would it be agreeable to the able Senator from Virginia if, following the amend-

ments which I intend to offer, the disposal of which I do not believe would require more than a few minutes, we should devote the remaining time until 4:30 on the Senator's amendment?

Mr. BYRD. Is it the proposal of the Senator from Wisconsin to allow an hour and a half for the discussion of my amendment?

Mr. LA FOLLETTE. The Senator from Virginia would be allowed until 4:30 o'clock whatever time remained after the adoption of the amendments which I have indicated I shall offer. I do not believe that the consideration and disposal of my amendments would consume more than a very few minutes.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. TYDINGS. I suggest that the Senator from Wisconsin allow his unanimous-consent request to stand with reference to the amendments which he will offer, and all other amendments which may be offered with the exception of the Byrd amendment, that all of them be disposed of by 3:30 o'clock this afternoon, and the remaining time until 4:30 o'clock be divided equally between the Senator from Virginia and the Senator from Wisconsin. In that way we would all have an opportunity to offer amendments and have them disposed of.

Mr. BYRD. I believe that the amendment which I will offer could not very well be disposed of in less than an hour and a half.

Mr. BARKLEY. Mr. President, I suggest that what the Senator from Wisconsin is seeking to do is to bring to a close the debate so that we may vote on the bill today. I think that he might well extend the time which he has suggested to 5 o'clock.

Mr. LA FOLLETTE. Very well. I am willing to modify my suggestion so as to extend the time to 5 o'clock, and agree that the time remaining after my amendments have been disposed of until 5 o'clock shall be divided between the Senator from Virginia [Mr. Byrd] and myself.

Mr. BYRD. With the understanding that the time which shall actually be allowed for a discussion of the amendment may be not less than an hour and a half.

Mr. BARKLEY. I believe that there will be more than an hour and a half left after disposing of the amendments which will be offered by the Senator from Wisconsin, because it is not yet 3 o'clock and disposal of the amendments which the Senator will offer will not consume more than a very few minutes. I believe that perhaps there will be no debate on them at all.

Mr. BYRD. If any change in my amendment is to be suggested, no less than an hour and a half should be allowed in debate on the amendment before it is voted upon.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. McCLELLAN. I have an amendment which I shall wish to offer. I shall not consume very much time in discussing it. If I may be given an opportu-

nity to offer it I will agree not to consume over 5 minutes. The amendment now lies on the desk, and, so far as I am concerned, it may be voted upon now.

The PRESIDING OFFICER. If the unanimous consent request which has been made by the Senator from Wisconsin is granted, it will not preclude the offering of further amendments.

Mr. McCLELLAN. No; but when a larger number of Senators are present I shall briefly state what my amendment proposes to do. I have already used a great deal of time of the Senate in discussing the bill, and it is not my purpose unnecessarily to delay a final vote upon it.

Mr. BARKLEY. May I suggest to the Senator from Wisconsin that if the agreement to vote at 5 o'clock is entered into, and he proceeds to offer his amendments, I believe that we can vote on them without delay? I do not believe they will occasion any debate. After they are disposed of the Senator from Arkansas could offer his amendment, and have it disposed of at least prior to 3:30 o'clock. We would then have until 5 o'clock to consider and dispose of the amendment which the Senator from Virginia has said he desires to offer.

Mr. HILL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. HILL. I have an amendment also which I wish to offer at the proper time.

Mr. LA FOLLETTE. Mr. President, let us first get this other matter straightened out.

I ask unanimous consent that further debate on Senate bill 2177, and all the amendments and motions relating thereto, shall be concluded by 5 o'clock p. m. today; that not later than 3:30 o'clock p. m. today, the amendment which the Senator from Virginia has said he will offer will be the pending amendment, and that the control of such time as remains between that hour and the time when the amendment shall be voted upon by the Senate shall be divided equally between the Senator from Virginia and the Senator from Wisconsin.

Mr. BYRD. Mr. President, before that motion is put, I ask the Senator from Wisconsin to refer to page 43 of the bill. On page 43 it is provided that it shall be the duty of the Legislative Reference Service "to assist representatives of the press and radio in reporting on the proceedings of Congress, and for this purpose the Director of the Legislative Reference Service is authorized to assign competent persons to the press and radio galleries of the Senate and the House of Representatives, who shall make available relevant records, debates, and background data."

Mr. President, I should like to call the attention of the Senator from Wisconsin to the fact that that is in conflict with one of the Senate rules which provides that those who are employed in legislative or executive departments of the Government cannot be admitted to the press or radio galleries. I think that is a very good rule and should be preserved, that no agency of the Government should have access to the Senate galleries either



the press section of it or the radio section, and thereby have an opportunity, by propaganda or otherwise, to color the news which is sent out. I should like to ask the Senator if he would accept an amendment to strike that out.

Mr. LA FOLLETTE. Mr. President, that provision is in conformity with a provision contained in the report of the joint committee, the sole purpose of it being to furnish a digest of bills and reports, and thus to facilitate the work in the press gallery. I personally think it would be a very good service.

Mr. BYRD. The Senator from Wisconsin and I myself, as chairman of the Committee on Rules, had an understanding that only certain specific rules of the Senate would be abrogated.

Mr. LA FOLLETTE. We had an agreement, as I understood, that we would not go outside of the recommendations of the report of the joint committee.

Mr. BYRD. If the Senator will recall, we had a definite list of the rules which would be changed under the bill, and it was understood that no others would be taken up.

Mr. LA FOLLETTE. If there is any question about it, Mr. President, I should certainly want absolutely to stick to the letter of my understanding with the Senator from Virginia, but I assumed that we were within the understanding in providing this paragraph to carry out the recommendation of the report of the joint committee.

Mr. BYRD. It abrogates an existing rule relating to the press gallery.

Mr. LA FOLLETTE. If the Senator feels that it is not within the purview of the report which the Rules Committee made in recommending the creation of the special committee to consider the bill, I should certainly want to eliminate it.

Mr. BYRD. I shall offer an amendment to that effect.

Mr. O'MAHONEY. Mr. President, it seems to me there is another vital reason why this provision should go out altogether. I do not think that we should provide by this bill any service which could in any sense be interpreted as an attempt to tutor the representatives of the press and the radio. We should not, it seems to me, in any circumstances undertake to control the sources of information of the press and the radio.

Mr. LA FOLLETTE. There certainly was no such intention.

Mr. O'MAHONEY. Knowing the Senator as I do, I am certain he had no such purpose, and I recommend most earnestly that he himself move to strike the provision from the bill.

Mr. LA FOLLETTE. I shall be glad to accept the amendment of the Senator from Virginia, without admitting the interpretation which the Senator from Wyoming has placed upon the intent of the joint committee in making its recommendation, because I feel it is not in conformity with the report which the committee made.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Wisconsin? The Chair hears none, and, without objection, it is so ordered.

Mr. BILBO. Mr. President, was the Chair putting the request for unanimous consent for voting on the bill?

The PRESIDING OFFICER. Yes.

Mr. BILBO. I wish to object.

The PRESIDING OFFICER. It is already agreed to.

Mr. BILBO. I had expressed to the leader that I wanted to speak on the bill and I would not have time to get through before 5 o'clock.

The PRESIDING OFFICER. Debate would be in order under the unanimous-consent agreement.

Mr. LA FOLLETTE. Mr. President, I send forward the amendments I desire to offer and ask that they be stated.

The PRESIDING OFFICER. The clerk will state the amendments.

The LEGISLATIVE CLERK. Beginning on page 35, line 4, it is proposed to strike out all down to and including line 5 on page 38.

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 38, line 7, it is proposed to strike out "Director" and to insert "Secretary of the Senate and Clerk of the House of Representatives"; and on line 13, to strike out "he" and insert "they."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 41, line 13, beginning with the word "Until", it is proposed to strike out through the word "the" in line 15, before the word "professional", and to insert in lieu thereof the word "The."

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 41, beginning with line 20, it is proposed to strike out through line 2 on page 42.

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 43, lines 17 and 18, it is proposed to strike out ", upon recommendation and certification of the director of Congressional Personnel,".

The amendment was agreed to.

The LEGISLATIVE CLERK. On page 50, beginning in line 20, it is proposed to strike out subsection (a) of section 243; and on page 51, line 3, to strike out "said" and insert "Congressional."

The amendment was agreed to.

The LEGISLATIVE CLERK. It is proposed that the subsections be relettered in conformity with the amendments just made.

The amendment was agreed to.

Mr. McCLELLAN. The Senator is now offering these amendments all together as one amendment?

Mr. LA FOLLETTE. They have been agreed to seriatim.

Mr. McCLELLAN. There is another amendment pending.

The PRESIDING OFFICER. The amendments just agreed to were those offered by the Senator from Wisconsin.

Mr. McCLELLAN. I understand, but there was already an amendment pending, and I desire to make a statement about it. The amendments which have just been agreed to incorporate the amendment I had offered to strike out certain language in the bill. The amendment has already been acted on, but my amendment was still pending.

The PRESIDING OFFICER. The clerk advises the Chair that the Senator's amendment was covered in the action taken.

Mr. McCLELLAN. I should like to have the RECORD show that in view of the action taken I withdraw the amendment

I previously offered, and which was the pending business.

The PRESIDING OFFICER. The amendment is withdrawn.

Mr. LA FOLLETTE. Mr. President, on page 6, line 20, I move to strike out the word "thirteen" and insert the word "twenty-one."

The amendment was agreed to.

Mr. HILL. Mr. President, I offer an amendment and ask for its present consideration.

Mr. O'MAHONEY. Mr. President, will the Senator yield?

Mr. HILL. For what purpose?

Mr. O'MAHONEY. To make an inquiry of the Chair.

Mr. HILL. I think it will take but a moment to dispose of my amendment.

Mr. O'MAHONEY. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. O'MAHONEY. What disposition has been made of the amendment on page 44, lines 21 to 25?

The PRESIDING OFFICER. Whose amendment was that?

Mr. LA FOLLETTE. Will the Senator from Alabama yield?

Mr. O'MAHONEY. I am merely seeking information.

Mr. LA FOLLETTE. I understood the Senator from Virginia to make the statement that he intended to offer an amendment to strike out the provision to which he referred.

Mr. O'MAHONEY. It has not been disposed of?

Mr. LA FOLLETTE. No; it has not.

Mr. O'MAHONEY. That is the amendment on page 44, line 21?

Mr. BYRD. That is a different amendment. The amendment to which I referred was in the middle of page 43.

Mr. O'MAHONEY. Apparently we have different prints.

Mr. HILL. If the Senator will let us dispose of my amendment, I think it will take but a moment.

Mr. O'MAHONEY. Very well.

Mr. HILL. I ask that my amendment be stated.

The PRESIDING OFFICER. The clerk will state the amendment.

The LEGISLATIVE CLERK. On page 69, after line 21, it is proposed to insert the following:

(1) Any claim arising from the activities of the Tennessee Valley Authority.

Mr. HILL. Mr. President, when the Tennessee Valley Authority went into the Tennessee Valley, as we know, it took the place of private utility companies in most of the States now served by the Tennessee Valley Authority. Of course, the people in that valley had certain rights to file claims against the private utility companies.

When we wrote the basic Tennessee Valley Authority Act, we permitted such rights to be exercised against the Tennessee Valley Authority exactly as they could have been exercised against the private utility companies. In order to make sure that the pending bill does not interfere with any rights in the Tennessee Valley, so far as the Tennessee Valley Authority is concerned, I offer this amendment, and I hope the Senator from Wisconsin will agree to accept it.



Mr. LA FOLLETTE. I have no objection to the amendment.

The PRESIDING OFFICER. Without objection, the amendment offered by the Senator from Alabama [Mr. HILL] is agreed to.

Mr. O'MAHONEY. A parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. O'MAHONEY. I was not on the floor on Saturday, being out of the city, and I find in a print of the bill before me—I do not know exactly how to identify it except that it is the print which contains many italicized amendments—

The PRESIDING OFFICER. Those are the amendments which have been agreed to.

Mr. O'MAHONEY. In section 205 there appears a paragraph numbered paragraph (h), which reads as follows:

No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of 5 years after he shall have ceased to be such a member.

My inquiry is, Has that amendment been agreed to?

The PRESIDING OFFICER. It was agreed to at the time the other amendments were adopted, and is incorporated in the bill which incorporated the amendments adopted up to that time.

Mr. O'MAHONEY. It seems to me that is a strikingly awkward and short-sighted provision, in that it means that, so far as the employees of the Senate and House are hereafter concerned, their chief source of employment after they are separated from Congress will be as lobbyists. They cannot go into the executive branch of the Government, but there is no prohibition against their serving special interests as lobbyists. It seems to me that we should not undertake to place such a restriction upon the employees of the Senate and the House, and I wonder what the source of the amendment was. It certainly was not in the committee report, was it?

Mr. LA FOLLETTE. I offered the amendment because there was apprehension expressed to me that if committee staff members were in a position where they could move from the committees to the executive branch of the Government without any restriction there might be a tendency for them not to serve the committees impartially, but to have their eyes on preferred employment in the executive branch of the Government.

I want to emphasize that the amendment does not apply to anyone except the four staff members who are to be appointed to the new committees. It was the purpose of the Senator from Wisconsin to create a situation whereby they would be beholden to the committee, and not be tempted to change their employment and to go to departments downtown. Some Senators pointed out to me privately that even in their own offices they are constantly losing employees at a time when they become most valuable to them, because the employ-

ees can find better positions in the executive branch of the Government.

Mr. O'MAHONEY. The plan of the Senator then was to create a special class of indentured public servants. This seems to me to be an invasion of elementary freedom. I can certainly understand the provision of law which prohibits officials of the executive departments practicing law before their department for a period of 2 years after they have resigned, but to prohibit an employee of the Senate or the House from seeking employment in the executive branch of the Government or having an appointment in the civil service seems to be an extraordinary legislative procedure.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. O'MAHONEY. I yield.

Mr. LA FOLLETTE. I will say that the whole purpose with respect to these four staff assistants to the committees is to secure persons who will serve the committees and will be in an independent position, and thus enable the committees to have the service of men and women of training and experience who will impartially evaluate the material the committees receive not only from persons interested in legislation outside the Government, but also from the executive branch of the Government. I do not see anything wrong in making that a condition of employment. If a person wants to accept employment in the executive branch of the Government he may do so; but if he becomes a member of a committee staff, I think he should be prohibited from taking employment in the executive branch of the Government for a period of time after he has severed his connection with the committee.

Mr. O'MAHONEY. Mr. President, it seems to me that the inevitable result of this provision will be to reduce the character and grade of the persons who will accept employment.

I should like to ask unanimous consent that that amendment may be reconsidered.

Mr. LA FOLLETTE. Mr. President, I could not grant unanimous consent for that purpose. Of course the Senator can move to do so. But I think it is a very sound provision. We are proposing here salaries between \$6,000 and \$8,000 a year, and I think we are entitled to have these persons enter this service with the idea of serving the committees of Congress, and not of using such service as a stepping stone into the executive branch of the Government. The desire here is to strengthen the Congress, not the executive branch of the Government.

Mr. O'MAHONEY. A much better way to do that, it seems to me, would be to make it a condition precedent that a person accepting such a provision should enter into a contract for a specified period instead of saying to such an employee, "After you have severed your connection with the Congress, after you have been discharged perhaps, after you have voluntarily retired, avenues of employment in the executive branch are closed to you for 5 years."

Mr. President, if the Senator from Wisconsin is unwilling to grant unanimous

consent, I move that the Senate reconsider the vote by which the amendment was adopted.

The PRESIDING OFFICER. The question is on the motion of the Senator from Wyoming, that the vote by which the amendment on page 42, after line 8, was adopted be reconsidered.

The motion was rejected.

Mr. BYRD. Mr. President, I move to strike out on page 43, subsection 4, the following provision:

(4) to assist representatives of the press and radio in reporting on the proceedings of Congress, and for this purpose the Director of the Legislative Reference Service is authorized to assign competent persons to the press and radio galleries of the Senate and the House of Representatives, who shall make available relevant records, debates, and background data.

The PRESIDING OFFICER. The question is on the motion of the Senator from Virginia.

The motion was agreed to.

Mr. McCLELLAN. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 26, after line 7, it is proposed to insert the following subtitle and new sections:

Joint Committee on Administrative Practices and Efficiency.

That (a) there is hereby created a joint congressional committee, to be known as the Joint Committee on Administrative Practices and Efficiency (hereinafter referred to as the "committee.")

(b) The committee shall be composed of the Members of the Senate who are members of the Senate Committee on Expenditures in the Executive Departments and the Members of the House of Representatives who are members of the House Committee on Expenditures in the Executive Departments.

(c) No person shall continue to serve as a member of the committee after he has ceased to be a member of the Senate Committee on Expenditures in the Executive Departments or the House Committee on Expenditures in the Executive Departments, as the case may be.

(d) Vacancies in the committee shall not affect the power of the remaining members to execute the functions of the committee.

(e) The members of the committee shall serve without additional compensation for their services, but they shall be reimbursed for travel, subsistence, and other necessary expenses incurred by them in the performance of the duties vested in the committee, other than expenses in connection with the meetings of the committee held in the District of Columbia during such time as the Congress is in session.

(f) The committee shall elect a chairman and vice chairman from among its members.

(g) The committee shall, without regard to the civil-service laws or the Classification Act of 1923, as amended, employ and fix the compensation of such professional, clerical, and other employees as may be necessary to carry out the duties of the committee, and all of such employees shall be appointed without regard to political affiliation and solely on the ground of fitness to perform the duties to which they may be assigned. Employees of the committee, upon the written authority of the chairman or vice chairman, shall have the right to examine the books, documents, papers, reports, or other records of any department or agency of the Government in the District of Columbia or elsewhere.

(h) No decision shall be made by the committee except upon a majority vote of the



members representing each House, taken separately.

SEC. 2. (a) The committee is authorized and empowered to conduct investigations and studies into the practices, procedures, administrative processes, and efficiency of any department or agency of the Government or any corporation owned by the Government or in which the Government has a financial interest. The committee shall receive and consider complaints relating to the practices, procedures, administrative processes, and efficiency of any such department, agency, or corporation. The committee is empowered, upon complaint or upon its own initiative to make such investigations and studies under this subsection as in its judgment may be necessary to keep the Congress fully informed as to whether or not the laws of the United States are being properly and efficiently administered and as to whether or not additional legislation is necessary and appropriate to improve their administration. It shall be the duty of the committee to make such studies and investigations when directed by resolution of either House of Congress.

(b) The committee shall report to the Congress annually on or before the 15th of January, and at such other times as it deems advisable, the results of its investigations and studies and may make such recommendations as it deems advisable.

SEC. 3. The committee, or any subcommittee thereof, shall have power to hold hearings and to sit and act anywhere within or without the District of Columbia whether the Congress is in session or has adjourned or is in recess; to require by subpoena or otherwise the attendance of witnesses and the production of books, papers, and documents; to administer oaths; to take testimony; to have printing and binding done; and to make such expenditures as it deems advisable within the amount appropriated therefor. Subpenas shall be issued under the signature of the chairman or vice chairman of the committee and shall be served by any person designated by them. The provisions of sections 102 to 104, inclusive, of the Revised Statutes (U. S. C., title II, secs. 192-194) shall apply in the case of any failure of any witness to comply with any subpoena or to testify when summoned under authority of this section.

SEC. 4. Appropriations for the expenses of the committee shall be disbursed one-half by the Secretary of the Senate and one-half by the Clerk of the House of Representatives, upon vouchers signed by the chairman or the vice chairman.

Mr. McCLELLAN. Mr. President, the amendment is offered following section 122 of the pending bill, section 122 provides:

The standing committees of the two Houses are authorized to hold joint hearings with respect to subject matter within their respective jurisdictions.

Mr. President, the amendment is in fact a bill which was introduced in the Senate and referred to the Committee on Expenditures in the Executive Departments. The bill, after hearings, was reported favorably, and it is now on the calendar, having been reported July 25, 1945.

Mr. President, the purpose of this amendment is to strengthen the pending bill. I have already discussed some of the merits of it in my previous remarks on the bill. The reorganization would place upon the new Committee on Expenditures in the Executive Departments certain duties set forth in the report. I shall not take the time to read them. This amendment would establish a standing joint committee of

the two Houses and direct it to make investigations with respect to administrative affairs, and questions relating to efficiency in the administrative branch of the Government.

Under the terms of the bill as it now stands the committees would be authorized to continue to investigate, or to exercise surveillance over the particular agencies or departments of Government coming within their jurisdiction. In the past committees could have done so, but they have not done so, and they will not do so. If the committee proposed by my amendment is established, there will be a standing joint committee of the two Houses charged with the responsibility imposed in the bill. The committee will be directed to make investigations from time to time as the occasion may arise. Such a committee would obviate the necessity of creating a special committee every time some question arises.

At the time of the hearings on my bill in July 1945, I received a report from the Library of Congress as to the number of resolutions which had been introduced up to that time in the two Houses of Congress asking for particular investigations or studies. Many of them pertained to the affairs of the executive and administrative departments of Government. I have not time to read all of them, but it required 16 pages to list the number of resolutions which had been introduced up to that time calling for such investigations. I have a subsequent report from the Library of Congress up to and including February 1, 1946. There are 13 pages more listing the resolutions calling for various kinds of studies and investigations.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. McCLELLAN. I shall be glad to yield in a moment.

This amendment would not cover every investigation which might be made; but if any question should arise which the Congress wished to investigate in any department of the Government, there would be a joint committee of the two Houses ready to act. It would obviate duplication. The committee would be empowered and directed to make the investigation. Resolutions authorizing investigations could continue to be submitted and adopted by either branch of Congress, but it would not be necessary to create special committees. There would be a standing joint committee of the two Houses to conduct the investigations.

I am now happy to yield to the Senator from Wisconsin.

Mr. LA FOLLETTE. Mr. President, I am exceedingly sorry to have to rise to oppose this amendment. The recommendations contained in the bill charge the expenditures and accounts committees of the two Houses with many of the same obligations contained in the pending amendment.

Secondly, we have come to the conclusion that no one committee can possibly give oversight to the actions of the myriad agencies and departments of Government and make certain that they are keeping within the bounds of the intent of Congress in delegating power to them to issue rules and regulations which

have the force of law. For that reason we have placed that responsibility on the reorganized standing committees. Likewise, the bill contains a provision permitting those committees to form joint committees with their opposite numbers in the House. It seems to me that this amendment would simply duplicate what the committee has attempted to do through the standing committee. In my opinion it would disrupt the plan as we have conceived it. We feel that dumping this entire load upon one joint committee would simply swamp it. It would have neither the staff nor the time to handle the matters which might be submitted to it.

Mr. HICKENLOOPER. Mr. President, will the Senator yield?

Mr. McCLELLAN. I yield briefly. I wish to conclude.

Mr. HICKENLOOPER. As I understand, this amendment is substantially the same as the bill which the Senator introduced sometime ago as a separate measure.

Mr. McCLELLAN. That is correct.

Mr. HICKENLOOPER. Is that the bill which was the subject of hearings before the Committee on Expenditures in the Executive Departments?

Mr. McCLELLAN. That committee has already held hearings and has reported the bill. It is now on the calendar.

Mr. HICKENLOOPER. I am in a quandary on this question. I am very much in favor of the purpose of the Senator's amendment. I was for it as an original bill. If the bill which we are considering is enacted as it now stands, there may be no need for this amendment. But if the bill is not enacted, I assure the Senator that I believe that his original bill should be enacted into law.

Mr. McCLELLAN. I appreciate the Senator's remarks.

Mr. HICKENLOOPER. I question the advisability of this amendment in the pending bill, but I am thoroughly in accord with the Senator's purpose.

Mr. McCLELLAN. I am very happy to have the Senator's sympathetic endorsement of the objectives of this amendment.

The PRESIDING OFFICER. The hour 3:30 having arrived, the so-called Byrd amendment is in order. The Senator from Virginia [Mr. BYRD] is recognized.

Mr. McCLELLAN. Mr. President, will the Senator from Virginia yield to me briefly?

Mr. BYRD. I yield to the Senator from Arkansas for 3 minutes.

Mr. McCLELLAN. Mr. President, the truth is that my amendment would not detract from the pending bill. It is said that the standing committees would do the investigating; but when an investigatory resolution is adopted a committee will have to be constituted for that purpose, whereas if we had a standing joint committee, 9 out of 10 resolutions calling for investigations would be referred to that committee. It would be, as it ought to be, a continuous investigating committee to investigate conditions in the various agencies of the Government.

Mr. WHERRY. Mr. President—

Mr. BYRD. I yield to the Senator.



Mr. WHERRY. I should like to have the floor in my own right.

Mr. BYRD. I assume that the Senator from Arkansas wishes a vote on his amendment. I am glad to yield for that purpose.

The PRESIDING OFFICER. The Senator from Virginia yields for a vote on the amendment offered by the Senator from Arkansas [Mr. McCLELLAN].

Mr. BILBO. Mr. President, may I have the floor at this time?

The PRESIDING OFFICER. The Chair will state to the Senator from Mississippi that under the unanimous consent agreement at 3:30 o'clock p. m. the amendment of the Senator from Virginia [Mr. BYRD] was to be considered. The Senator from Virginia was to have half the time and the Senator from Wisconsin [Mr. LA FOLLETTE] the remaining half, until 5 o'clock, when a vote was to be had on the bill and all amendments thereto.

The question now is on agreeing to the amendment offered by the Senator from Arkansas [Mr. McCLELLAN].

The amendment was rejected.

Mr. WHERRY. Mr. President, will the Senator from Virginia yield to me? I should like to offer a short amendment, consideration of which will require only a minute or two.

Mr. BYRD. I am willing to yield at this time to the Senator from Nebraska. However, I think it is very important for me to reserve the remainder of my time.

Mr. WHERRY. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from Nebraska will be stated.

The CHIEF CLERK. On page 29, after line 22, it is proposed to insert:

Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession, and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it, to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every 6 months, and such information shall be published periodically in the Congressional Directory when and as the same is issued, and as Senate and House documents respectively, every 3 months.

On page 29, line 23, it is proposed to change the subsection designation from "(b)" to "(c)."

Mr. WHERRY. Mr. President, this amendment would simply write into this legislation the provisions of what is known as Senate Resolution 77.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Nebraska [Mr. WHERRY].

The amendment was agreed to.

Mr. BILBO. Mr. President, will the Senator yield?

Mr. BYRD. I will yield to the Senator from Mississippi, but after that I cannot yield further.

Mr. BILBO. Mr. President, I am sorry that I came in at the eleventh hour. I arrived here this morning after having been absent for more than a month. I have not had an opportunity to read the

provisions of this piece of legislation or to participate in its discussion.

From what I have seen and heard, I am frank to say that I shall be compelled to vote against it. My impression has been that the Senate has been doing a fine job in handling the Nations' business, even in the Great World War, and amid all the perplexing problems which face us as the aftermath of the war.

I love the Republicans, but I do not like to surrender so many chairmanships while the Democratic Party is in power. We have 33 committees, and most of them have plenty of business to attend to. I believe that that business can be much better attended to under the present system than under a system which would undertake to consolidate so much business in the hands of 15 or 16 committees. I think that would be a mistake governmentally. It certainly would be a mistake politically.

I wish to discuss especially section 601, by which it is proposed not only to raise the salaries of Senators and Representatives to \$15,000 a year, but to strike out the expense allowance of \$2,500 to House Members. Of course, Mr. President, all of us can use \$15,000 a year; but I think I am speaking the sentiment of the people of this country who have the \$200,000,000,000 or \$300,000,000,000 war debt to meet—and the debt will be larger than that after we get through paying the expenses incident to the war—when I say that this is no time to increase the salaries of the Members of the Congress.

I do not know whether Senators have figured up the cost of the proposed increase in the salaries of Members of Congress, but it amounts to \$2,655,000 a year. In my limited view and in the view of the people who live in my section of the country, \$2,655,000 is a considerable sum of money. When we are preaching economy and when we are face to face with the tremendous war debt and other obligations incident to the war which we must meet if we are to be faithful to those who won the war for us, I am inclined to think that this is no time to be voting salary increases for ourselves. I have been here nearly 12 years, and I have gotten along reasonably well on \$10,000 a year, plus my mileage. The fact of the matter is that I have gotten fat on the job because I have been getting so much. Recently I have been in Mississippi trying to persuade the people of my State to let me have another term of 6 years as Senator, at \$10,000 a year. I shall be very glad to get the job at that price, and so would my four opponents.

But seriously, Mr. President—and I am serious—I think this whole bill needs study. I think we had better turn it over to the newspapers of the country and let them analyze it for the American people, because from what I have learned about the bill—I have never read it; I wish that to be understood—there are in it a number of provisions which are not exactly American. My friend the Senator from Wyoming [Mr. O'MAHONEY] suggested a while ago that we should prevent any man or women from having an opportunity to be employed by any of the governmental agencies within 5

years after he or she had served on Capitol Hill as a member of the staff of some committee. Mr. President, that would be robbing a man of his individual liberty and his freedom.

Mr. BRIDGES. Mr. President, will the Senator yield?

Mr. BILBO. I am glad to yield.

Mr. BRIDGES. One of the most vicious practices in Washington today is that of men who have served in governmental departments resigning and entering private practice and accepting large fees as a result of the knowledge they acquired in a Government department and as a result of the officials they came to know while serving in the department.

Mr. BILBO. Mr. President, I ask the Senator if he is a lawyer.

Mr. BRIDGES. I am not.

Mr. BILBO. Perhaps that explains the Senator's position, because lawyers always charge for what they know. Perhaps the Senator would not be entitled to the increased fee.

The PRESIDING OFFICER. The time of the Senator from Mississippi has expired.

Mr. BILBO. But, Mr. President, the point I make is that this is no time to pass this bill. We should put the bill over until the first of January, and should let the people have an opportunity to understand all the implications of all the monkey business that is in the bill, which, as I understand, was written at the suggestion of approximately 40 so-called experts or economists.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. BYRD. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. Beginning with line 4 on page 81 it is proposed to strike out down through line 3 on page 84.

On page 84, line 4 it is proposed to strike out "(9)" and insert in lieu thereof "(2)."

On page 84, in line 7, it is proposed to strike out "(10)" and insert in lieu thereof "(3)."

On page 84, between lines 10 and 11, it is proposed to insert the following:

(c) Section 7 (a) of such Act, as amended, is amended by adding at the end thereof the following new sentence: "Any Member of Congress who becomes separated from the service by reason of the expiration of the term for which he was elected or appointed shall be deemed to have been involuntarily separated from the service."

Mr. BYRD. Mr. President, the purpose of that amendment is in lieu of the more favorable provisions in the bill is to offer to any Member of Congress or to a delegate from a Territory or to the Resident Commissioner from Puerto Rico the same opportunity to participate in the retirement benefits as is now given to civil service employees.

Before I discuss the amendment more fully, I wish to say just a few words about the pending bill. The resolution which authorized the committee to make the study which has been made was pre-



sented on January 22, 1945, and it was referred to the Rules Committee, of which I am chairman. It was reported by the Rules Committee on February 8, 1945. The original resolution was introduced by the late Senator Maloney, of Connecticut. In the interim the great Senator that he was, unfortunately has passed away; and the senior Senator from Wisconsin [Mr. LA FOLLETTE] has assumed the chairmanship of the special committee which has been instructed to make the report. The original resolution provided that the report should be made to the Rules Committee. Because of the fact that I was sympathetic with the general purpose of the proposed legislation, I urged the Rules Committee to authorize or to recommend to the Senate the appointment of a special committee, so that the entire matter could come before the Senate in the most expeditious way.

The original resolution, which was introduced on January 22, 1945, contained no reference whatever to increasing the salaries of Members of Congress, nor did it have any reference to allowing pensions or retirement benefits to Members of Congress. To that extent, I think the original resolution, as introduced by the late Senator Maloney, of Connecticut, has been overreached.

I may say, Mr. President, that with many of the matters and many of the recommendations made by the committee, I am in hearty accord. I think the time has come for a reorganization of the Senate, especially with respect to the numerous committees. I myself, am a member of so many committees that it is practically impossible for me to attend and give the diligent attention which I should give to all the committee meetings which are being held.

I shall not delay the Senate, in the limited time which is allotted me, by indicating all the parts of the bill of which I approve. I especially approve, I may say, of the provision, which I trust has not been deleted, that Senators may not vote by proxy in committees. Let me ask the Senator from Wisconsin—for I have been away for several days—whether that provision still is in the bill.

Mr. LA FOLLETTE. The bill now provides that the reporting of bills shall take place only when a majority membership is present in the committee, and a record vote shall be had.

Mr. BYRD. I simply wish to say, Mr. President, that I am in thorough sympathy and accord with that provision of the bill.

I do not think the provision with respect to salaries should have been inserted in the bill. My feeling about salaries is this: I think there should be no larger increase in the salaries of Senators and Members of the House of Representatives than the increase which already has been given to the members of the classified service. That increase amounts to approximately 35 percent. Therefore, I would be prepared to vote for an increase of 35 percent in the salaries of Members of Congress.

Mr. President, what I have just said also applies to the retirement fund. The Members of the Congress are the ones who make the laws. Whenever the Congress of the United States votes to itself

special privileges, privileges which are in excess of those of other employees of the Federal Government, I think the Congress is subjecting itself to very severe criticism. I have heard it said during the debate that democracy is on trial here, that we must make the Congress more efficient, so that it will function better. I agree with that statement. But, Mr. President, democracy is also on trial when those who serve in elective office and who have the power to vote appropriations, give to themselves, benefits far in excess of those enjoyed by other employees of the Government, as they will be doing, by the pending bill, in the case of the retirement fund benefits.

Mr. President, I would not care if the difference were nominal; I would not care if it were merely a small matter. I still say in connection with matters such as retirement funds there should be no difference between the benefits granted to employees of the Civil Service and the benefits granted to Members of Congress. The Members of the House of Representatives and the Members of the Senate should use particular care and should be very diligent to see that they do not give to themselves more in any way than is given to the regular classified service employees of the Government.

Mr. President, a table has been distributed to the desk of each Senator. If Senators will refer to it they will see that by a payment of \$2,674 a Senator who entered the service on January 3, 1941, and retires on January 3, 1947, under the terms of the bill will be able to receive from the Federal Treasury \$1,465 a year as long as he lives after he reaches 62 years of age. That means, Mr. President, that if he enjoys the ordinary life expectancy for 15 years he will receive \$1,465 annually, or a total of approximately \$22,000, and for that he will have paid only \$2,674.

Mr. TYDINGS. Mr. President, will the Senator yield for a question?

Mr. BYRD. I yield.

Mr. TYDINGS. In order that I may follow the Senator, am I to understand that the life expectancy table indicates that men who have reached 62 years of age will live, on the average, until they have reached 77?

Mr. BYRD. That is my understanding, from Civil Service Commission actuaries.

Mr. TYDINGS. That seems pretty high to me. I think the Senator is in error in his statement, but I do not have any figures available to support my belief. I know that the Senator does not wish to make an inaccurate statement.

Mr. BYRD. I have given the best information I have been able to obtain on the subject, and I may say it is based on Government statistics.

Mr. President, let us take a Government official earning \$10,000, for example, under the same conditions. He pays the same amount and receives \$822 a year after he reaches 62.

Let us go on down through the table. Take, for example, a Senator who became a Member of the Congress on January 3, 1939. He will receive \$1,832 and the civil-service employee will receive only \$1,035.

Let us take further, for example, a Senator who became a Member of the Congress on March 4, 1933. That Senator upon the payment of \$2,674 will receive at retirement, \$3,100 yearly. If he lives 15 years longer he will receive approximately \$46,000, while the civil-service employee with comparable service under similar conditions will receive only \$1,106 a year.

Let us take further, for example, a Senator who became a Member of Congress on March 4, 1925. He would be paid \$4,673 yearly when 62 years of age, and, under the same conditions, the civil-service employee would be paid \$2,322.

Those are the general differences.

Mr. President, I am not contending whatever that a pension of \$3,100 for a Senator is too high, or that \$3,500 or \$3,800 is too high. What I am endeavoring to call to the attention of the Senate is that we must not vote ourselves greater benefits and greater privileges than are to be proportionately received by the 2,000,000 other employees of the Federal Government.

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. TYDINGS. Is the Senator from Virginia familiar with the financial requirements of a man who has not been under the Civil Service Retirement Act, and who comes under it by virtue of an act of Congress, or because of other reasons? How much of the back yearly payments is he required to make up in order to get on the civil-service floor?

Mr. BYRD. He is covered in by law and does not have to pay anything in order to cover the past.

Mr. TYDINGS. That is what I mean. My recollection is that, in connection with many of the Government projects—I am thinking of the Aberdeen Proving Grounds and the Edgewood Arsenal, both of which are located near my home—when Congress has covered in some of the employees who have heretofore been out, those employees are not required to make up any back payment at all.

Mr. BYRD. That is very true, but the annuity of that employee is reduced by that much.

Mr. TYDINGS. No; I believe that while there may be some differential involved, nevertheless, that employee takes, from the time he is covered in, exactly what he would have taken if he had come in earlier.

Mr. BYRD. He does not receive the increased annuity. A table has been prepared which covers that situation exactly.

Mr. BRIDGES. Mr. President, will the Senator yield to me?

Mr. BYRD. I yield.

Mr. BRIDGES. Would the Senator from Virginia put Members of Congress on the same basis with civil-service employees instead of putting them on the basis of the judiciary or officers of the Army and of the Navy?

Mr. BYRD. The Senator from Virginia considers the Congress of the United States on the basis of the body which makes the laws. We, as Members of the Congress, make the laws and we should not go before the people of the country and tell them, in order to secure



a few hundred dollars more a year additional for each Member of the Senate and of the House of Representatives, that we have voted for ourselves a larger rate of proportionate compensation than is provided for employees of the Government who work under civil service.

Mr. MAGNUSON. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. MAGNUSON. Does the Senator from Virginia believe that the Members of Congress should be placed in the same stratum or in the same echelon of Government service as judges, for example, are placed? If so, I may say that I do not see where there is any comparison between employees of that character and the average civil-service employee.

Mr. BYRD. I think there is a fair comparison to be made between the Members of Congress and those who fill the top jobs in the various departments and agencies of the Government. But the point I am endeavoring to make is this: I do not believe it is a good thing for the Congress of the United States to vote its Members larger benefits than are to be afforded to civil-service employees of the Government on the same basis.

Mr. MAGNUSON. If the provision of the bill to which the Senator from Virginia objects should become law, would the Congress thereby be giving to its Members any greater benefits than it gives to members of the judiciary who occupy the same comparable echelon of Government service?

Mr. BYRD. I cannot say with reference to the judiciary, but if we pass this provision we will give ourselves more than Cabinet officers or heads of the various agencies of government will receive. I do not believe that we are comparable to the judiciary.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. BARKLEY. I have never been sure that I was in favor of any sort of congressional retirement privileges, at least not of a financial nature. However, inasmuch as the members of the judiciary, and the high-ranking officers of the Army and of the Navy have been brought into the question, I may say that it is my understanding that none of them make any contribution to a retirement fund. Judges who are appointed for life are not required to campaign for reelection every 2 years or every 6 years. When they have once received their appointment they serve during good behavior for the remainder of their lives, or at least until the retiring age of 70 years has been reached, at full pay. Officers of the Army and of the Navy do not retire at full pay, but when they are graduated from West Point or Annapolis and receive their appointments as officers in the Army and the Navy, they become permanently associated with those services and receive promotion from time to time as earned. They do not pay out anything for the creation of a retirement fund. Through the amendment of the Senator from Virginia he would seek to put Members of Congress on the basis of civil-service employees who have lifetime jobs.

Mr. BYRD. I cannot agree with the Senator's statement in that respect. By the action which the Senate took the other day, thousands of Government employees will be dismissed from Government service.

Mr. BARKLEY. I appreciate the Senator's statement, and I may say that the Senator from Virginia is advocating the discharge of thousands more, if not millions.

Mr. BYRD. The Senator is correct.

Mr. BARKLEY. However, the theory of civil-service employment is that of life service.

Mr. BYRD. I cannot agree with that statement. Civil-service employees are retained as long as there is work for them to do.

Mr. BARKLEY. Nevertheless, those who are retained are retained permanently.

Mr. BYRD. But there is no obligation to keep them and furnish them with jobs.

Mr. BARKLEY. But if they are kept, they are kept.

Mr. BYRD. They may not be kept.

Mr. BARKLEY. Has the Senator given any consideration to the question of expenses which are necessarily incurred in conducting campaigns in an effort to be reelected as Members of Congress? If the Senator has not given consideration to that subject, does he still believe that it is proper to put Members of Congress upon the same basis as those who are appointed for life, or as long as they wish to remain in Government service until the retiring age has been reached? They are not subject to removal except for cause, or because of the lack of a job. If the Government does not need them, they are dismissed, but those who are retained in the employ of the Government are not required to put themselves to any financial outlay in order to retain their positions. I wonder if the Senator has given any thought to that subject?

Mr. BYRD. I have given thought to the subject. I would be reluctant to believe that Congress should allow its Members additional expenses merely because of the necessity of meeting financial outlays in connection with political ambition. No compulsion is exercised upon a man to become a Member of the United States Senate. No one compelled me to be a candidate for the United States Senate. I became a candidate because I wanted the honor of being a United States Senator.

Mr. BARKLEY. So far as that is concerned, I do not believe that any person has ever been compelled to become a Government employee. Whoever became a Government employee became so voluntarily.

Mr. BYRD. I would not wish the Senator to connect pensions with the question of political expenses.

Mr. BARKLEY. No; but the question does have something to do with a man's ability to support himself after a long tenure in public office and he finds it no longer possible to retain his office. Of course, I realize that men who are ambitious to become Members of Congress consider it to be an honor to be a Member of Congress. The Senator also knows that some of our very distinguished col-

leagues who have been either defeated for reelection to their positions, or have resigned, by reason of their long tenure as Senators and their experience, have been able to obtain jobs which paid them \$25,000 or \$40,000 or \$50,000 a year.

Mr. BYRD. I am not advised on that, and hope the Senator from Kentucky will not take that as applying to himself.

Mr. TYDINGS. Mr. President, will the Senator from Virginia yield.

Mr. BYRD. I yield.

Mr. TYDINGS. I think if we had not departed from the Civil Service Retirement Act, all the remarks of the Senator from Virginia would be apropos, and I am not saying that they are not without great force and weight even though we have departed from it. But let me point out to the Senator that my recollection is that a judge on the Federal bench, even a circuit judge, can retire at any time for disability on three-quarters pay, that a judge in the United States judiciary can retire after a certain age at full pay, that an Army or Navy officer can retire at 60 or 62 years of age at three-quarters pay; and that none of them contributes a single cent to the retirement fund.

Mr. BYRD. Their salaries are much less than \$10,000.

Mr. TYDINGS. I know all about that, and their expenses are much less, too.

Mr. BYRD. A great many of their expenses are paid.

Mr. TYDINGS. I am unwilling to write the Senate off as being less worthy than the Federal judiciary, or Army and Navy officers, for the reason that it seems to me that of all the offices within the gift of the Government, the Cabinet perhaps excepted, and perhaps the Supreme Court excepted, I rank the Senate and House of Representatives right at the top.

Mr. MAGNUSON. Mr. President, will the Senator yield?

Mr. BYRD. I yield.

Mr. MAGNUSON. There was some discussion between the Senator from Kentucky and the Senator from Virginia in reference to the permanency of civil-service employment. I think that does make a difference in these comparisons.

I wonder if the Senator would not agree with me that there is a permanency in what we call permanent civil-service employment. I suspect that the figures would show that the involuntary retirement of so-called permanent civil-service employees would probably be much less than 10 percent of the total.

Mr. BYRD. There can be no such thing as permanent civil-service employment. It is not permanent unless the Government of the United States has a job to give to a man.

Mr. President, I have only 15 minutes left. The point the Senator from Virginia is making is that this provision gives to Senators and Representatives twice as much, in proportion to the payment they make in the retirement fund, as is paid to Cabinet members and as is paid to those in every other branch of the Government except the judiciary. It may be that the judiciary, for reasons best known to Congress, was placed in a special category. Army and Navy offi-



cers are in an entirely different situation. The high officers of the Army and Navy are not paid as much as Senators receive, and their situation is entirely different.

Mr. President, I have 12 more minutes, and I presume those opposed to the amendment will probably wish to speak next. I reserve 12 minutes.

The PRESIDING OFFICER. The Senator from Wisconsin.

Mr. LA FOLLETTE. Mr. President, the joint committee and the select committee gave very careful consideration to the question of congressional retirement. I think I can say that we were not unmindful of the fact that a proposal of a retirement system for Members of the House and Senate, if it is to accomplish its objectives, must provide a sufficient amount of annuity so that Members of Congress who reach the elder-age bracket will feel that they can retire, and so that sitting Members of Congress, knowing that such a system is in operation, will be enabled to be even more independent in their actions on public questions.

I am fully aware of the situation which developed when the last action was taken in this connection, but I am convinced that the people of the United States have come to appreciate the fact that nearly every other activity in life, public or private, is now either covered by a retirement or annuity system, or soon will be. There is being made now by the Ways and Means Committee of the House of Representatives a thorough study of the proposal to broaden the social-security system so that it will include nearly all the groups which are now not covered by it. I think the people of the country recognize that nearly every important industrial concern now has a provision for the retirement of its executive personnel.

As has been pointed out, some years ago Congress extended the system of retirement to the employees of the Federal Government. We have provided retirement for members of the judiciary, whose salaries range from \$10,000 to \$22,500. They may retire, at any time after their appointment, on three-fourths of their salary, for disability, and after they have served 10 years they may retire at their full salary; and they are not required to make any contribution whatsoever to the retirement system. The officers and enlisted personnel of the armed forces are provided with the retirement privilege, to which they do not have to make any contribution.

We believed that the congressional retirement system should be a contributory one, but we recognized, after studying the problem, that there is no analogy between the service of Members of the House and the Senate, and the employment situation of those who are in the executive arm of the Government. Under the civil-service system, employees who pass their examinations and serve their probationary period and become permanent employees, after 6 months may stay in that system, during good behavior, if they maintain their health, until they reach retirement age. That is not the situation confronting Members of the House and Senate. They have no guaranty at all of continuity

of service. Therefore, if we should apply the ironclad contributory principle to the Members of the House and Senate, the resulting annuity benefit would not accomplish any of the objectives which would be accomplished by a sound retirement system.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. BARKLEY. I wish to call the Senator's attention to the fact that civil-service employees do not go into office and remain at static salaries. Their compensation is increased from time to time during their entire service, provided they are worthy and are entitled to be promoted. They have a classification system.

Mr. LA FOLLETTE. They have a classification act which makes them eligible for promotion at certain stated intervals of time, and is so calculated as to bring about their promotion unless their service has been unsatisfactory.

Mr. BARKLEY. Of course, that is not true with respect to Members of either branch of the Congress.

Mr. LA FOLLETTE. No. The compensation of Members of the Congress has not been increased since 1925. It is true it is proposed by this bill to increase it to \$15,000, beginning with the new Congress, if the bill should become law; but I believe I am reliably informed when I say that there have been increases in the salaries and compensation of those in the Government service since 1925 which approximates the 50 percent increase in salaries proposed in the pending measure.

Mr. DOWNEY. Mr. President, will the Senator from Wisconsin yield?

Mr. LA FOLLETTE. I yield.

Mr. DOWNEY. I am sure the distinguished Senator is correct in his last statement. In 1928 a raise was given Federal employees which was diversified. It was not a regular raise, but I think it ran from 8 to as high as 20 percent, and I believe must have averaged at least 12 percent.

As the distinguished Senator from Virginia has said, in the last two pay raises we have given Federal employees about a 35-percent increase. As a matter of fact, I think their increase since 1940, because of in-grade increases and salary increases, has reached close to 40 percent.

So the increase here proposed would do nothing more than give to Members of the Congress about the same increase we have given to Federal employees.

If I may intrude further upon the time of the distinguished Senator from Wisconsin, manifestly any annuity which would be of any considerable value to Senators and Members of the House could not follow the regular annuity system applied to other Federal employees. Of course, the reason for that is very plain, namely, that Senators and Representatives average about 50 years of age when they enter on their offices, and they serve only about half the length of time other Federal employees do who are in office for any considerable period of time. Consequently, serving for comparatively short periods of time and rendering service at a rather advanced age, the regular annuity system of the Federal em-

ployees would not be of great value to them.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. BYRD. If the Senator uses the increases made in civil-service employment to make comparison, he should point out the fact that the heads of the bureaus have had no increases. If they are comparable to Senators, they have had no increases. When they reach the top, which is \$10,000 a year, heads of bureaus do not receive automatic increases, so they may be in the same position as Senators during this period.

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. DOWNEY. I reply to the statement of the distinguished Senator from Virginia by saying, that we are steadily losing from the governmental service men at the \$10,000 bracket, which is now the limit, because they can obtain substantially higher salaries in private industry. I certainly do not think that because we are unwise in doing an injustice to that particular class of public servant, we should therefore be guided in that unfortunate respect in deciding upon the retirement provision in this bill.

Mr. LA FOLLETTE. I may say also, Mr. President, that your committee considered the relationship of the recommendations which we should make with regard to the increase in compensation and the recommendations which we would make in regard to retirement. The committee was urged by some of the witnesses to recommend a very much higher salary increase than it finally recommended, and it was also urged to provide a very much more generous retirement system than it has recommended. We have endeavored, Mr. President, to be reasonable in both respects, and while maintaining the contributory principle, we have attempted in our retirement recommendations to strike a balance which will give very reasonable and modest retirement compensation, but at the same time will be sufficient to achieve the two primary objectives of a retirement system for Members of Congress. I repeat, those objectives are, first, that when they reach the upper-age brackets they should feel that they have the opportunity to retire after years of faithful service, and, second, to give an added sense of independence to the representatives of the people in the discharge of their high responsibilities as Members of the policy making arm of the Federal Government.

Mr. MAGNUSON. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. MAGNUSON. Is it not one of the purposes of retirement systems that they be made sufficiently adequate to encourage men to retire when they reach an age when perhaps they are not quite completely physically handicapped, but when a continuation of their work involves some detriment to their efficiency? Unless the provision is made adequate and made sufficiently attractive to them there would not be the encouragement for members of the legislative body to retire when many of them probably should if



they knew how they could live after they retired.

Mr. LA FOLLETTE. I agree with the Senator from Washington. I do not believe that the annuities provided for in this proposal can be attacked by anyone on the ground that they are excessive when all the considerations that surround life and service in the Congress are taken into account. Who can say that a man who has served in this body since March 4, 1913, and who makes a full back payment should not be entitled to receive an annuity of \$7,500? Who can say that a man who has served in this body since March 4, 1913, and decides to retire, and finds himself in a position where he cannot make more than the \$2,674 back payment, and he receives an annuity of \$6,536, is receiving an amount which is excessive in relation to the service which he has rendered to his own people and to the country?

Mr. DOWNEY. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. DOWNEY. We have a rather unique situation in the Senate in relation to the conditions we are now discussing. Men whose seniority goes back to that date have been returned many times by the people of their States to this high office, and the reason they were returned was because by their conduct here they won the confidence and the affection and the admiration of the people of their States. I have not found myself wholly in agreement on many matters with some of the more senior Members of the Senate, but the longer I have been here the better I have recognized their high ability. I know that there are distinguished Senators who in the open competitive field of the law would have been among the most distinguished lawyers this Nation has produced, and would have been capable, with a very small part of the work they have had to do and the burdens they have borne here, of earning many times the salaries which they have been content to accept as a matter of public service. They have made that sacrifice and they have made it willingly, and they do not regret it. But I would say, as a very young man in the Senate, that I feel sure the Nation would want to reward by decent annuities the fine work and the high service of these men.

Mr. LA FOLLETTE. Mr. President, I should like to say further that your committee was not unmindful of the fact, either, that it is becoming increasingly difficult, if not impossible, for men to remain in the service of the House and the Senate, and of their constituencies and States in these times, especially men who do not enjoy any outside income, and who find themselves dependent on the salary that they receive. We have already seen, unfortunately, in the case of the House of Representatives, the voluntary retirement of several of its most distinguished and experienced Members who have resigned from the House, acknowledging that they were no longer able in justice to themselves and to their families continue to serve under the compensation they receive and without any retirement benefits.

The only trouble with the amendment which the Senator from Virginia offers is

that it will not accomplish the objective for which the congressional retirement system is devised. I have confidence, Mr. President, in the intelligence of the American people, and I believe that they stand ready to support the Congress in doing the courageous thing in providing a compensation which is sufficient to permit a Member of the Congress and his family to live in modest decency and comfort, to educate his children, and to discharge his family responsibilities and also in providing a retirement system which will enable those who, either because of disability or because of long service or because of the accidents of political elections, find themselves no longer Members of either the House or the Senate.

I know that it is easy to say that we are in the unfortunate position of having to pass upon our own compensation and upon our retirement system. But I say, Mr. President, that I think the time has come, if representative government in America is to be supported, when we must attract men of the highest abilities, and we must retain, insofar as the people are willing to retain them, the men who have by experience and ability become familiar with the intricate problems of government with which the Congress now has to deal.

I say very frankly that I believe the people will support us if we have the courage to meet this situation and to strengthen the personnel and the independence of the Congress of the United States.

I reserve the remainder of my time, but I shall be glad to yield it to any other Senator who wishes to oppose the pending amendment.

Mr. BARKLEY. Mr. President, I should like to have 10 minutes.

Mr. LA FOLLETTE. I yield 10 minutes to the Senator from Kentucky.

Mr. BARKLEY. Mr. President, as I stated a while ago in a colloquy with the Senator from Virginia, whose efforts at economy we all, of course, appreciate, I have never been thoroughly sold, so far as I am personally concerned, on the retirement system for Members of Congress. That attitude may have been superinduced by my reaction to the political implications involved in it, just as my action in voting against the salary increases may have been unconsciously influenced by the political repercussions.

I remember when I was in the House of Representatives, when the last increase in salaries occurred for Members of Congress. The salaries were increased from \$7,500 to \$10,000 a year. I voted against that salary increase. I voted against it in part, at least, because 2 or 3 weeks before that I had voted against a general increase in the salaries of Government employees, and I was not willing to vote myself an increase when I had voted against increases for others. The newspapers in my congressional district mentioned rather favorably the fact that I had voted against that increase in salary. Some of them had editorials after this fashion: "Old BARKLEY stood by the people; he did not engage in this raid on the Treasury"; and so forth.

Congress adjourned shortly after that, and I expected to be patted on the back by everyone I saw when I got home be-

cause I had voted against the increase in the salaries of Members of Congress. I was at home for a week. I went up and down Broadway in my home city and into the stores to see my friends and visit with them. I spent an entire week there, and no one mentioned the subject. No one said a word about it. Finally an old farmer friend of mine, much older than I was, but a very dear friend who always came to town when he heard that Congress had adjourned, heard that I had returned home, and he wanted to talk about what was going on. He was a well-informed man. We stood in the shade of a brick wall for about an hour and talked about what had happened in Congress. Finally he said, "I see that you fellows in Congress increased your salaries." I replied, "Yes, Uncle Jack. They did, but I voted against it." He looked straight into my eyes for about 5 minutes, and finally he said, "You are just a damn fool." [Laughter.]

That is the only comment I ever heard in my congressional district upon the vote which I cast against increasing salaries from \$7,500 to \$10,000 a year.

Mr. HILL. Mr. President, will the Senator yield?

Mr. BARKLEY. I yield.

Mr. HILL. I am delighted to note from the Senator's remarks that he seems to have grown wiser since that day.

Mr. BARKLEY. That little conversation taught me a lesson which has been of some value to me. Frequently we underestimate the intelligence of the American people whom we represent here, and who have honored us by membership in this body.

I happen to be one of those who date back to March 4, 1913. I suppose service in the two branches is cumulative. I came to the House of Representatives on the 4th of March 1913, on the day when Woodrow Wilson was first inaugurated President of the United States. I use my own case as an example, which I think is typical. I was a young man in the practice of law. I had served as prosecuting attorney and as judge, but had not been able to save any money. I had a hard race in my first contest for the House of Representatives. I had a growing family to educate. The result was that it was about all I could do to get by, maintaining a home in my home city and a home in Washington. A man with children must maintain a home wherever he is, and he must educate his children, wherever he is.

As I have stated, I go back to March 4, 1913. In order to draw the amount set out in this table I would be required to pay into the retirement fund \$14,747.

Mr. BYRD. Mr. President, will the Senator yield?

Mr. BARKLEY. I yield.

Mr. BYRD. If the Senator will pardon me, he is mistaken. If he will look at the other columns he will find that if he retires on January 1, 1947, he may pay \$2,674 and receive an annual pension of \$6,538.

Mr. BARKLEY. That is the 5-year repayment.

Mr. BYRD. If the Senator retires on January 1, 1947, he may pay in \$2,674 and receive an annual pension of \$6,538.



This table was prepared by the Civil Service Commission.

Mr. BARKLEY. Let me see. I do not wish to be mistaken. Column 2 is headed "Amount owed as of January 2, 1947." Coming down to March 4, 1913, the figure is \$14,747.

Mr. BYRD. That is an option which the Senator would have, but he would not be compelled to exercise that option.

Mr. BARKLEY. In order to receive \$7,500 a year, which is three-fourths of the present salary, I would have to pay in \$14,747.

Mr. BYRD. But—

Mr. BARKLEY. However, I might choose to pay in for only 5 years.

Mr. BYRD. If the Senator should choose that plan, if he were to retire on January 1, 1947, he would pay in \$2,674 and would receive \$6,538 a year for as long as he lived. I pray that he will live for many years to come, and will not retire.

Mr. BARKLEY. I join in that prayer. [Laughter.]

Mr. BYRD. The Senator would draw \$6,538 a year, but the head of an agency who receives \$10,000 a year and pays in the same amount would receive only \$3,859.

Mr. BARKLEY. I was taking the sheet column by column.

Mr. BYRD. The first column is somewhat confusing, because it represents an option which gives slightly more.

Mr. BARKLEY. I realize that.

Mr. BYRD. If the Senator will read the heading, he will see that all he has to pay is \$2,674, for the last 5 years of service, and he receives \$6,538 a year.

Mr. BARKLEY. I understand, but I have not yet come to the 5-year option.

Mr. BYRD. I was afraid the Senator would not get to it.

Mr. BARKLEY. However, if I wished to receive retirement income of \$7,500 a year, I would have to pay into the fund \$14,747, or practically \$15,000. There is an option under which I could pay only for the last 5 years of service—and under this system if one does not pay at least that much into the fund he does not receive any retirement benefits. I suppose most of us would pay back \$2,674 instead of \$14,747, for obvious reasons. [Laughter.]

Mr. President, I realize that service in this body and in the House of Representatives constitutes a great honor. The men who sit here help to make history, and sometimes they make important history. There is nothing derogatory about the ambition of a man to serve in the Senate or the House of Representatives for a long time. When I was a young student in college and read about Webster, Clay, and Calhoun, I thought that I would rather serve in the United States Senate and attain the reputation that they enjoyed—if I could—than to be any President of the United States who was ever elected. I still believe that. I believe that to be a long-time Member of this body and render distinguished service is an honor not to be excelled by that of any other position to which the American people could elevate one of their fellow citizens.

To me it has always seemed abhorrent that those of us who are not rich should

hang on to membership in this body merely for the sake of having a job. Of course we cannot afford to have a Senate composed exclusively of rich men. The same observation applies to the House of Representatives. To me it has always been abhorrent and tragic for a man to serve here with distinction and arrive at an elderly state in life when he looks upon membership in the United States Senate as a mere job, something to be held on to because he does not have sufficient means to support himself and has not been able to lay aside enough to support himself after he retires from long service in this body or in the House of Representatives. Before I would permit myself to reach the age where I was merely hanging on to my seat in the Senate because it was a job which provided me a living, rather than the greater obligation and the greater concept of duty, I would retire tomorrow, at an age when I might still be able to make money and indulge in profitable activities, and in a comparatively short time lay aside something for a rainy day.

Therefore, Mr. President, in view of these reflections of mine, I shall vote for the provisions of the bill to increase the salaries of Members of the two Houses to \$15,000 a year. I am satisfied that if my old friend were yet living—which I regret to say he is not—instead of commenting upon my vote as he did 21 years ago, if he could meet me in my home town after the adjournment of Congress and we could stand on the shady side of a wall and talk about what had happened, he would approve my vote this time. If any one in my district disapproved it, I would probably never hear about it.

Mr. President, I believe that membership in this body or in the other body of Congress is of equal dignity with that of the judiciary. After 10 years service Federal judges are retired at full pay, without having to contribute a nickel. I would not want them to do so. I would not vote to require them to do so. Judges who give up their practice and go on the bench and serve for 10 years can retire at full pay. I am not willing to say that our service here is of a dignity and importance less than that of judges; and I am not willing to say that our service here is of a dignity and importance less than that of Army and Navy officers, who can retire at the age of 64. None of them has ever been required to contribute a single dime to the fund out of which they receive their retirement pay.

Therefore, Mr. President, I shall vote against the amendment offered by the Senator from Virginia.

Mr. LA FOLLETTE. Mr. President, I yield 5 minutes to the Senator from Maine [Mr. WHITE].

Mr. WHITE. Mr. President, it is a matter of regret to me that I find myself in total disagreement with the Senator from Virginia with respect to this amendment. I believe that it is sound in practice and wise in principle to write a retirement law of this sort. I do not know how it will work in individual cases. No one would ever suspect, looking at the Senator from Kentucky [Mr. BARKLEY] and then looking at me, that I am

also among the group who would have to pay the sum of almost \$15,000 to obtain the benefits of retirement. When I saw those figures I stepped across the aisle and said to the Senator from Kentucky, "How am I going to take advantage of this unless you will lend me the \$15,000?" The Senator from Kentucky replied that he would gladly do so if I would tell him where he could get it. [Laughter.]

Mr. BYRD. Mr. President, will the Senator yield?

Mr. WHITE. I yield.

Mr. BYRD. I think the Senator should make it clear that he could pay in \$2,674 and receive \$6,538 a year.

Mr. WHITE. I understand that.

Mr. BYRD. The Senator ought to state both propositions. Why there is such an alternative in the bill I do not know.

Mr. WHITE. I understand that. I shall speak of it in a moment if I do not talk too long about other things.

Mr. President, I believe in the principle of retirement. We have extended it to the entire Federal judiciary of the United States. Members of the Supreme Court and of district courts throughout the entire length and breadth of the country are the beneficiaries of a retirement system. The officers of our Army and Navy have the benefit of retirement laws. Many of our Federal civil employees have the benefit of retirement laws. Modern, liberal, and forward-looking industries have been putting into effect, and I venture to say will continue to put into effect, retirement systems for their employees.

Mr. BYRD. Mr. President, will the Senator yield to me for moment?

Mr. WHITE. I yield.

Mr. BYRD. I should like to call the Senator's attention to the fact that judges who have been retired are subject to being called back to duty, and officers of the Army and the Navy who have retired are subject to being called back to duty. But Members of Congress are not subject to being called back, unless they are reelected.

Mr. WHITE. I admit that that is true. I merely say that they are the beneficiaries of retirement systems, and I stop with that statement.

Mr. HILL. Mr. President, will the Senator yield to me?

Mr. WHITE. I yield.

Mr. HILL. Would not the Senator agree that all Members of Congress who are defeated would be delighted to be called back to the service? [Laughter.]

Mr. WHITE. Well, it may be that I shall give the people of Maine a chance to call me back to service, but with no intervening defeat. But, Mr. President, I wish to say that I am in favor of the bill because of its basic and fundamental principles. I am in favor of the retirement system which it proposes, for, as I have said, retirement systems are provided for Government employees who are under the civil-service system, for officers of the Army and the Navy, and retirement systems are provided for the employees of practically all forward-looking industrial concerns in our land.

Some fear and some criticism have been expressed because of the provision



that the Members of Congress vote themselves the proposed retirement benefits. However, if we do not do so, who will? The Members of the House and the Members of the Senate have always faced the responsibility of fixing their own salaries, because under our constitutional system no one else can do so. The Members of Congress have always provided, in their judgment, for their clerical assistants and they have always provided for their railroad mileage and their stationery allowances. All that we have done because under our constitutional system no one else can do it. That burden was placed on the Members of Congress by the Constitution of the United States, and we who are the present Members of Congress are charged with the duty of fixing our own salaries and allowances.

As the Senator from Kentucky has said, he and I have voted to reduce salaries and allowances, and there is no difference in principle between doing that and voting now to increase these salaries and benefits.

The Senator from Virginia has voiced the criticism that under the proposed system the Members of the Congress would enjoy larger retirement benefits than those which many of the civil-service employees enjoy. That is true. But it is also true that we who are Members of Congress provide larger salaries for ourselves than we do for various of the civil-service employees. If the logic of what the Senator from Virginia has said were to be applied all the way through, we should either increase the pay of all civil-service employees to the level of the pay we receive, or we should reduce our pay to the amount of theirs. However, no one seriously makes such a contention.

Mr. BYRD. Mr. President, I simply wish to make it clear that the comparisons made on the chart which I have presented are based on salaries of \$10,000 a year for civil-service employees.

Mr. WHITE. Mr. President, as I have said, I believe in the principle of retirement, and I hope the Byrd amendment will be defeated. I hope the bill will be passed with the provision for the retirement benefits, and I hope I shall be able to negotiate some sort of arrangement with the Senator from Kentucky under which I may enjoy the most-favored benefits of the provision.

Mr. BARKLEY. Mr. President, if I may be given a minute, I should like to say that I might make an arrangement like the one which is often mentioned as having been made between Henry Clay and Daniel Webster. There is a very old story, which is told here in Washington, that Henry Clay went downtown to a bank, to borrow \$500. The requirement of the bank was that he must have someone sign the note with him. So he took the blank note which he had to sign and went out to get another signature. He met Webster, and said to him, "Mr. Webster, I want to borrow \$500 at the bank, and they require another signature. Will you go on the note with me?" Webster is said to have replied, "Yes. But I need \$500 myself. Let us make it \$1,000."

So the two of them signed it, and each got \$500 apiece for the joint note which they had signed jointly.

So, Mr. President, if the Senator from Maine can negotiate some such arrangement in Washington, I will sign his note if he will sign mine. [Laughter.]

Mr. WHITE. I thank the Senator.

Mr. LA FOLLETTE. Mr. President, I yield 5 minutes to the Senator from Georgia.

Mr. GEORGE. Mr. President, I shall not take that much time. I should like to call attention to the fact that if one were to make payments to the retirement fund for the 5 years required under the provisions of the bill, and also thereafter were to pay 6 percent of his annual salary, he would, if he were in the situation in which I find myself, for instance, pay in \$2,674 and then, in my case, if I should be fortunate enough to live out the period of my present term—4 years from now—would pay, at the same rate, approximately \$2,400 more, and on the basis of the proposed increased salary approximately \$3,600 more. The annuity which I would be entitled to receive at that time would be in the neighborhood of \$4,700.

Mr. President, it would rarely occur that a man who spent his life in this body, until he reached 70 years of age, would live long enough thereafter to draw many annuity payments. He would be very fortunate indeed if he lived to receive back the amount of money he paid in, plus his actual contributions on the basis required by this bill. Indeed, it would be more or less of a gamble if one were required to pay in \$2,674, plus 6 percent upon, let us say, \$15,000, assuming that the salary will be raised to that amount—or \$900 a year—with the possibility of getting back only approximately \$4,700, if he did not have the assurance that whatever payments he actually made would be returned to him, in any and in all events—which is true under the provisions of the bill; and it is also true that one who retired under the proposed retirement system could elect to have his wife or his dependents receive a portion of his annuity, but in that event the amount he would receive would be reduced substantially.

So when one considers that after a long period of service in this body, after a man has reached the age of 65 or 70 years he has only a fair opportunity to receive an annuity equal to the amount of his actual contributions, it is obvious that we shall not be over-generous with ourselves if we set up the proposed retirement system.

Furthermore, I should like to say that, from long experience in public life—and I have been in public life since 1906—I believe it does not matter very much what salary a man receives, because if that is all the income a Member of Congress has, all of it will be spent in connection with his office or in getting re-elected to his office. In other words, the salary is not of great consequence.

I would far prefer to receive the retirement benefits provided by this bill, meager as they are, than to have a greatly increased salary, although at my time

of life it probably would be better to have a sharp increase in salary. But I know that all moneys honestly received for services actually rendered in public office are consumed or absorbed in the discharge of one's duties and in the meeting of his obligations in public office. His only possible recompense, if he is a man of very limited income or if he is a poor man, is to be able to feel that he has some meager retirement benefits which he may claim at the end of his service.

I have no hesitancy in saying, Mr. President, that under this bill there would be no great inducement to me to pay in \$2,674 and 6 percent annually henceforth on my salary, in return for the possibility of drawing the retirement amount which I might be able to receive if I were to retire at the end of my present term.

At the same time, I have always felt, ever since I entered service in this body, that the surest way to obtain public servants of the right character and the right quality was to give them some assurance of receiving retirement benefits at the time when their services end.

So, Mr. President, I hope the Senate will vote into law the retirement provision provided by this bill.

Mr. BYRD. Mr. President, I shall make a very brief statement, and then I shall turn over the balance of the time to the Senator from Iowa [Mr. HICKENLOOPER].

I should like to say, in answer to the statement of the Senator from Georgia [Mr. GEORGE], that under the provisions of this bill it will not be necessary to pay the \$2,674 now and then pay 6 percent on the salary thereafter. The option to come under the retirement system can be exercised at any time within 6 months after any Member of the Congress takes his oath.

Mr. GEORGE. Is the Senator from Virginia willing to guarantee that I shall be living 6 months from now, or at the end of my term?

Mr. BYRD. I think I would.

Mr. GEORGE. I hope the Senator's guaranty would be good, but I would not take a chance on it. If this bill passed, I would immediately take the benefit of the retirement and I would pay in my money, the \$2,674, and would pay the 6 percent thereafter.

Mr. BYRD. Mr. President, I should like to say one other word. Comparison has been made here between the retirement proposed for Members of Congress and the retirement provided for judges and for officers of the Army and the Navy. I submit that such a comparison cannot properly be made, because a judge can be called back to public service and, likewise, retired officers of the Army and Navy can be called back for subsequent service.

Mr. President, I wish to give only two examples of how this proposal would affect those in executive agencies receiving \$10,000 a year. The table which I now hold, and which I will later ask to be printed in the Record, has been pre-



pared on the basis of an annual salary of \$10,000 for Members of Congress and for the heads of various governmental agencies.

If a Member of Congress who was elected in 1933 retires on January 1, 1947, he will have paid \$2,674, and will receive \$3,100. If his life expectancy is 15 years longer, he will receive \$46,000.

An official of the Government, drawing \$10,000 a year, who has paid \$2,674 will receive \$1,606, and if his life expectancy at age 62 is 15 years longer, he will receive during that time \$21,000.

If a Member of Congress were elected in 1933 and retires on January 1, 1947, and has paid in \$2,674, he will receive \$4,975, which, on the basis of 15 more years of life expectancy, will result in his drawing \$75,000. The head of an agency who is receiving \$10,000 a year will, on the same basis, receive only \$37,500.

The objection to this provision is that it makes a difference between Members of Congress who appropriate the money and control the purse strings and the heads of the various agencies. I do not believe this should be. If any good reason could be advanced for doing it, then the money should be paid out of a special fund. The money should not be paid out of a fund which has been contributed to by the civil-service employees and by the Government. Seventy percent of the civil-service retirement fund is contributed by the Government.

Mr. President, I ask unanimous consent to have printed in the RECORD at this point as a part of my remarks a letter from the United States Civil Service Commission dated June 5, 1946, which confirms the statements which I have made. Included with the letter is the table which we have been discussing.

There being no objection, the letter and the table were ordered to be printed in the RECORD, as follows:

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C., June 5, 1946.  
HON. HARRY FLOOD BYRD,  
United States Senate.

DEAR SENATOR BYRD: Reference is made to your recent telephone request that the Commission submit an analysis of that portion of Senate bill 2177 relating to retirement pay for Members of Congress.

Subsection (a) of section 602 of the bill amends section 3 (a) of the Civil Service Retirement Act of May 29, 1930, so as to include Members of Congress within the terms of the Civil Service Retirement Act. The amendment would apply to Senators and Representatives of Congress and Delegates from Alaska and Hawaii and Resident Commissioner from Puerto Rico. The exclusion of the President and Vice President as now contained in the Retirement Act would be continued.

Subsection (b) of section 602 adds a new section 3A to the Retirement Act. This section outlines the benefits which would be provided in the case of Members of Congress differing from those applicable to other members of the system.

Members of the Congress would be permitted to exercise an option to become members of the system. This option must be exercised at any time within 6 months after the date of enactment of this bill, or at any

time within 6 months after last taking the oath of office as a Member of Congress. Thus, a Member could not wait until he was out of office and then elect to come under the act, nor would the act apply to former Members of Congress. Any former Member, however, who may later again become a Member of Congress will, of course, have the opportunity at that time to elect to come within the purview of the retirement law.

Members of Congress who elect to become subject to the provisions of the act would be required to contribute to the retirement fund at the rate of 6 percent of their base pay from the date of such election rather than 5 percent as is the case of other persons subject to the retirement law. Deposit for any service as a Member of Congress subsequent to the date of enactment would be required at the rate of 6 percent of base pay. Deposit for the purpose of purchasing credit for past service performed prior to the date of enactment could be made at the same rate as in the case of other persons subject to the civil-service retirement law; that is, 2½ percent for service from August 1, 1920, to June 30, 1926, 3½ percent from July 1, 1926, to June 30, 1942, and 5 percent from July 1, 1942. No deposit would be required for service rendered prior to August 1, 1920.

All contributions and deposits for service as a Member of Congress would be credited to the individual account of the Member, and if the service of the Member should terminate for any reason before eligibility for annuity attached, his contributions would be refunded with interest thereon at the rate of 4 percent compounded annually. Unless the Member of Congress was retired for disability, in which case it would be necessary that he serve a minimum of 5 years, he would not be eligible for annuity benefits unless he has completed at least 6 years of service as a Member of Congress and makes deposit for at least 5 years of his congressional service.

The annuity of a Member of Congress would, if he contributed or made deposit for all of his congressional service subsequent to July 31, 1920, be in an amount equal to 2½ percent of the average annual pay he received as a Member of Congress, multiplied by his years of service as a Member of Congress but limited to three-fourths of his average annual pay. If a Member of Congress fails to contribute or make deposit for all his years of congressional service, the years for which he did not contribute or make deposit would be included in computing his annuity, but the annuity would be reduced by an amount equal to the amount of annuity which his contributions or deposit, including interest thereon, would purchase if made.

If a Member of Congress is 62 years of age or over when he leaves office, his annuity would become payable on the first day of the month following the month in which he separates. If, however, he leaves office prior to attaining the age of 62, his annuity would not commence until the first day of the month following the month in which he attains age 62.

A Member of Congress would be privileged to elect any of the types of annuity provided for by the retirement law; that is, life annuity with return of the unexpended balance, forfeiture annuity, or a joint and survivorship annuity.

In case any Member of Congress has received a refund of contributions made by him as such Member and he later has additional service which qualifies him for annuity, he must redeposit the amount refunded to him with interest in order to receive such annuity.

Under the Retirement Act, at present, service as a Member of Congress is creditable

for annuity purposes in cases where the annuitant had other subsequent governmental service which was within the purview of the act. This would be changed under the amendment so that in any case in which a person can qualify for a congressional annuity (i. e., if he has 6 years of service as a Member of Congress, any of which occurs after the date of enactment of the amendment), his service as a Member of Congress cannot be credited for the purposes of a regular annuity under the act. If, however, he has less than 6 years of service as a Member of Congress, or if all of his congressional service was performed prior to the enactment of the amendment, such service can be credited for the purposes of a regular annuity provided he has other Government service bringing him under the act. In no case can service other than service as a Member of Congress be considered in computing a congressional annuity under the amendment. There may be instances, of course, where a person has six or more years of service as a Member of Congress, thus qualifying him for an annuity under the amendment, and also has five or more years of other governmental service performed either prior to or after his congressional service, also qualifying him for an annuity under other provisions of the act. In such a case the annuity payable would be equal to the aggregate of the two annuities separately computed. It should be emphasized, however, that period of service credited for the purposes of the one computation may in no event be credited for the purposes of the other computation.

In case a Member of Congress is retired and receives an annuity, but is thereafter again elected to Congress, his annuity would be suspended during the period he holds office. He may then again elect to become a member of the system, in which event he would be required to contribute 6 percent of his basic salary, and his annuity would be recomputed with the inclusion of the additional service upon subsequent separation. If, however, he does not elect to again become a member of the system and have deductions made for this subsequent period of service, the annuity upon his separation will be resumed in the same amount, and there will be no recomputation of the annuity to allow credit for the subsequent service.

Under the present retirement system, retirement is compulsory upon attaining age 70 after completion of 15 years' service. An employee may retire at his option after attaining the age of 60 and completion of 30 years of service, or attaining the age of 62 and rendering 15 years' service. These provisions for automatic separation and optional retirement would not apply to Members of Congress.

There is inclosed herewith chart showing the annuities payable under S. 2177 and the Civil Service Retirement Act to members of Congress should their services be terminated January 2, 1947.

If further information on this subject is desired, the Commission will be pleased to furnish same upon your request.

Very sincerely yours,

HARRY B. MITCHELL,  
President.

Annuities payable under S. 2177 and the Civil Service Retirement Act to Members of Congress whose services are terminated January 2, 1947, according to indicated entry date into service and whether full contributions for all prior service or only contributions for the last 5 years of service (\$2,674) have been made. In the latter case the annuity shown is for indicated select ages:



Date of entry into service	Amount owed as of Jan. 2, 1947	Annuity payable if contributions are made for all prior service		Annuity payable at indicated ages if contributions are made only for the last 5 years of service (\$2,674)							
				62		65		70		75	
		S. 2177	Civil Service Retirement Act	S. 2177	Civil Service Retirement Act	S. 2177	Civil Service Retirement Act	S. 2177	Civil Service Retirement Act	S. 2177	Civil Service Retirement Act
Jan. 3, 1941	\$3,108	\$1,500	\$857	\$1,465	\$822	\$1,463	\$820	\$1,458	\$815	\$1,451	\$808
Jan. 3, 1939	4,030	2,000	1,143	1,892	1,035	1,884	1,027	1,868	1,011	1,846	989
Jan. 3, 1937	5,026	2,500	1,429	2,313	1,242	2,299	1,228	2,271	1,200	2,233	1,162
Jan. 3, 1935	6,105	3,000	1,714	2,727	1,441	2,707	1,421	2,666	1,380	2,611	1,325
Mar. 4, 1933	7,168	3,458	1,964	3,100	1,606	3,074	1,580	3,020	1,526	2,949	1,455
Mar. 4, 1931	8,421	3,958	2,250	3,500	1,792	3,467	1,759	3,398	1,690	3,307	1,599
Mar. 4, 1929	9,777	4,458	2,536	3,892	1,970	3,851	1,929	3,766	1,844	3,653	1,731
Mar. 4, 1927	11,243	4,958	2,821	4,275	2,138	4,226	2,089	4,123	1,986	3,987	1,850
Mar. 4, 1925	12,525	5,458	3,107	4,673	2,322	4,616	2,265	4,498	2,147	4,341	1,990
Mar. 4, 1923	13,444	5,833	3,393	4,975	2,535	4,913	2,473	4,783	2,343	4,612	2,172
Mar. 4, 1921	14,438	6,208	3,679	5,271	2,742	5,203	2,674	5,061	2,532	4,875	2,346
Mar. 4, 1919	14,747	6,583	3,964	5,621	3,002	5,551	2,932	5,406	2,787	5,215	2,596
Mar. 4, 1917	14,747	6,958	4,250	5,996	3,288	5,926	3,218	5,781	3,073	5,590	2,882
Mar. 4, 1915	14,747	7,333	4,536	6,371	3,574	6,301	3,504	6,156	3,359	5,965	3,168
Mar. 4, 1913	14,747	7,500	4,821	6,538	3,859	6,468	3,789	6,323	3,644	6,132	3,453

The paradoxical situation of employees receiving less at the older ages where full contributions have not been made for all service rendered after July 1920 is due to the fact that the full annuity is reduced by the annuity equivalent to the amount of indebtedness to the fund, which increases with age.

NOTE.—As Members of Congress receive a constant salary their contributions in relation to salary—and, therefore, annuity—would be in general appreciably higher than for other employees. This point should be understood in comparing S. 2177 with the Civil Service Retirement Act.

**Mr. HICKENLOOPER.** Mr. President, I feel that I must support the Byrd amendment for several reasons. In the first place, I am a member of the Civil Service Committee of the Senate and served through two lengthy and trying considerations of the task of adjusting pay schedules of Federal employees. During those two considerations we were confronted with many problems, not the least of which was the tremendous responsibility which descended upon this sovereign body of fixing in equity and fairness, without hope of recourse on their part, the salaries of subordinate officials. Such a responsibility was not an easy one to discharge.

In the first place, the overriding interest was that of the public at large. In fixing salaries of Government employees, care must be exercised or pressure groups, some of which are hostile during times of emotion and economic chaos, will lead the Congress to invade the public interest by allowing salaries of public employees and officials to become too great.

On the other hand, the responsibility of the Members of the Congress, from whom there is no appeal, demands that they shall be as equitable and fair in their treatment of subordinate employees as their duty to the public will permit. I do not say that we have done a perfect job in that regard, but I do assert that in some instances we have reduced the scale of increases in the salaries of public employees to such an extent that those employees may justifiably feel that they have been unfairly treated.

Perhaps in other instances we granted increases in salaries which were more than commensurate with the duties to be performed.

Mr. President, while I am not satisfied with many of the provisions of this bill, yet I expect to support it in its finality because it is a step in a most needed approach toward a reorganization of the administration of the National Congress.

I once said, before I had been a Member of the Senate 2 or 3 years, and had begun to think that I had acquired sufficient seniority to give me the privilege of suggesting such a thing, that I hoped

sometime to have a chance to vote on a measure to reorganize the machinery of the Congress.

Mr. President, I feel that in this reorganization bill the question of retirement should not have been approached. I also believe that the question of congressional salaries should not have been approached in a bill dealing with the reorganization of the mechanics of the Congress.

The way I feel about the proposed retirement provision is this: In the first place, I believe that the dignity and responsibility of the Congress of the United States are fully equivalent to that of the Federal courts, and equal to that of the Army and of the Navy. But the pending bill does not approach the retirement benefits of those accorded members of those departments. I would say that if an equitable retirement bill were being considered, it should be considered on the basis of the equality of the superior or paramount branches of the Government. But the pending bill does not approach the subject on that basis. It is neither fish, flesh, nor fowl. It is half way between the retirement of the regular civil-service employees, who are career people, and those who, as a part of the rewards of their position, accept their employment with retirement benefits already stipulated.

I believe, therefore, that if we are going to approach the situation as a collateral matter to the reorganization of the mechanics of the Congress, we should first begin on the basis of civil-service retirement benefits, and if they are found to be good and proper, and at some later time it be the will of the Congress, we can alter or readjust the retirement benefits for Members of Congress who have given long and satisfactory service to their country.

Mr. President, there is a difference between service in the national legislative body and service in any elective office in a city or county; at least, I hope there is such a difference. If there is not, I have a misconception of the ideals of public service. I assert that no Member of this body, or any other elected

official of the United States was required to seek the office which he holds. I have seen many advertisements in the newspapers which read something like this: "Having been urged by my friends to run for the office \* \* \*." I have yet to see the man who, as a candidate for a substantial office, had to be urged very strongly by his friends to become a candidate for that office. Perhaps some of his friends said to him, "Charlie, we think you ought to run for this office," but early in the spring when the flies begin to come out of their winter hiding places, fish snap very fast when the bait is tossed to them. [Laughter.]

Mr. President, I do not make that statement in any way disparaging to the magnificent public service which has been rendered to our country during the past 150 years in the States, and in the national legislative body. But that service, Mr. President, was rendered in the main, I believe, first, by persons who had a bent for public affairs, and secondly, by those who had a desire to render public service, knowing that such service had to be compensated for to a large degree by the satisfaction they would receive in trying as best they could to present their views and those of the people whom they represented.

Mr. President, I agree that the salary which is paid a Member of the United States Congress is not too great when one considers the expenses attached to the office. I knew what the expenses were when I came to Washington as a Member of the Senate. I lived in the State of Iowa where it did not cost as much to live as it does in the city of Washington. I was told what my salary as a United States Senator would be, and what it would cost me to live in the city of Washington. I am much like the fellow who went to a judge and said he wanted to obtain a divorce from his wife. The judge said, "Why, Henry, didn't you take this woman for better or for worse?" The man replied, "Yes, Judge, but she was a lot worse than I took her for." [Laughter.] I believe that the average man who becomes a Member of the Senate finds that situation to obtain so far



as the expenses of his office are concerned. But that is beside the point.

Mr. President, Members of Congress do have a grave responsibility. We are a sovereign body. We have an unappealable control over the subordinate officials of the Government in respect to their compensation. We therefore acquire a tremendous responsibility in connection with fixing the compensation which the employees of the Government shall receive. In fixing our own emoluments, and in prescribing the benefits which may be associated with our office, we must be careful not to go beyond the bounds of propriety, fairness, and equity. In exercising our judgment in regard to that subject, we may sometimes lean over backward and deny ourselves some of the emoluments which perhaps we should have, but it would be better to do that than to do something which would result in our being accused of using the power of our office to provide for ourselves benefits which would be greater than those received by others over whom we have control and dominion.

The PRESIDING OFFICER. The hour of 5 o'clock has arrived.

Mr. BYRD. I make the point of no quorum.

The PRESIDING OFFICER. The Clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Andrews	Hawkes	Murray
Austin	Hayden	O'Daniel
Ball	Hickenlooper	O'Mahoney
Barkley	Hill	Overton
Bilbo	Hoey	Pepper
Bridges	Huffman	Radcliffe
Brooks	Johnson, Colo.	Reed
Burch	Johnston, S. C.	Robertson
Bushfield	Kilgore	Russell
Byrd	Knowland	Saltonstall
Capehart	La Follette	Stanfill
Capper	Lucas	Stewart
Connally	McCarran	Taft
Cordon	McClellan	Thomas, Utah
Donnell	McKellar	Tunnell
Downey	McMahon	Tydings
Eastland	Magnuson	Vandenberg
George	Maybank	Wagner
Guffey	Millikin	Walsh
Gurney	Moore	Wherry
Hart	Morse	White
Hatch	Murdock	

The PRESIDING OFFICER. Sixty-five Senators having answered to their names, a quorum is present.

The question is on agreeing to the amendment offered by the Senator from Virginia [Mr. BYRD].

Mr. BYRD. I ask for the yeas and nays.

The yeas and nays were ordered, and the legislative clerk called the roll.

Mr. HILL. I announce that the Senator from North Carolina [Mr. BAILEY] and the Senator from Alabama [Mr. BANKHEAD] are absent because of illness.

The Senator from Nevada [Mr. CARVILLE] and the Senators from Idaho [Mr. GOSSETT and Mr. TAYLOR] are absent by leave of the Senate.

The Senator from Missouri [Mr. BRIGGS] is absent because of a death in his family.

The Senator from Rhode Island [Mr. GERRY] is necessarily absent.

The Senator from New Mexico [Mr. CHAVEZ], the Senator from Louisiana [Mr.

ELLENDER], the Senator from New York [Mr. MEAD], the Senator from Washington [Mr. MITCHELL], the Senator from Oklahoma [Mr. THOMAS], and the Senator from Montana [Mr. WHEELER] are detained on public business.

The Senator from Arizona [Mr. McFARLAND] and the Senator from Pennsylvania [Mr. MYERS] are absent on official business.

The Senator from Arkansas [Mr. FULBRIGHT] and the Senator from Rhode Island [Mr. GREEN] are absent on official business, attending the meeting of the Empire Parliamentary Association at Bermuda.

I also announce that the Senator from Alabama [Mr. BANKHEAD] has a general pair with the Senator from Nebraska [Mr. BUTLER].

Mr. WHERRY. The Senator from Michigan [Mr. FERGUSON] and the Senator from Wisconsin [Mr. WILEY] are absent by leave of the Senate as members of the committee appointed by the United States Senate to attend the Empire Parliamentary Conference in Bermuda. If present the Senator from Michigan would vote "nay."

The Senator from Nebraska [Mr. BUTLER], who is absent by leave of the Senate, has a general pair with the Senator from Alabama [Mr. BANKHEAD].

The Senator from New Hampshire [Mr. TOBEY] is absent on official business. If present he would vote "nay."

The Senator from Iowa [Mr. WILSON] is necessarily detained. If present he would vote "nay."

The Senator from Vermont [Mr. AIKEN], the Senator from North Dakota [Mr. LANGER], the Senator from Minnesota [Mr. SHIPSTEAD], and the Senator from North Dakota [Mr. YOUNG] are absent by leave of the Senate.

The Senator from Maine [Mr. BREWSTER], the Senator from Delaware [Mr. BUCK], the Senator from West Virginia [Mr. REVERCOMB], the Senator from New Jersey [Mr. SMITH], and the Senator from Indiana [Mr. WILLIS] are necessarily absent.

The result was announced—yeas 22, nays 43, as follows:

YEAS 22		
Bilbo	Johnson, Colo.	Radcliffe
Burch	Johnston, S. C.	Robertson
Byrd	Knowland	Stanfill
Capehart	McClellan	Stewart
Connally	McKellar	Vandenberg
Eastland	Millikin	Walsh
Hickenlooper	Moore	
Huffman	O'Daniel	

NAYS—43		
Andrews	Hatch	O'Mahoney
Austin	Hawkes	Overton
Ball	Hayden	Pepper
Barkley	Hill	Reed
Bridges	Hoey	Russell
Brooks	Kilgore	Saltonstall
Bushfield	La Follette	Taft
Capper	Lucas	Thomas, Utah
Cordon	McCarran	Tunnell
Donnell	McMahon	Tydings
Downey	Magnuson	Wagner
George	Maybank	Wherry
Guffey	Morse	White
Gurney	Murdock	
Hart	Murray	

NOT VOTING—31		
Aiken	Buck	Ferguson
Bailey	Butler	Fulbright
Bankhead	Carville	Gerry
Brewster	Chavez	Gossett
Briggs	Ellender	Green

Langer	Shipstead	Wiley
McFarland	Smith	Willis
Mead	Taylor	Wilson
Mitchell	Thomas, Okla.	Young
Myers	Tobey	
Revercomb	Wheeler	

So Mr. BYRD's amendment was rejected.

Mr. LA FOLLETTE. Mr. President, I offer an amendment, which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The clerk will state the amendment.

The CHIEF CLERK. On page 79, beginning in line 18, it is proposed to strike out through line 2, on page 80.

The amendment was agreed to.

Mr. LA FOLLETTE. I offer an amendment, which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 80, line 10, after the word "repeal", it is proposed to insert a comma and the following: "effective on the day on which the Eightieth Congress convenes."

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Wisconsin.

The amendment was agreed to.

Mr. LA FOLLETTE. I send to the desk a unanimous-consent request, which I ask to have read and agreed to.

The PRESIDING OFFICER. The clerk will read.

The Chief Clerk read as follows:

Mr. President, I ask unanimous consent that the Secretary of the Senate be authorized and directed to make all necessary clerical and technical changes, including changes in section numbers and cross references, in the engrossed bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and, without objection, the request is granted.

If there be no further amendments to be offered, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

Mr. MURRAY. Mr. President, I have several letters from departments of the Government relating to the bill which I send to the desk and ask to have read.

Mr. BARKLEY. Mr. President, under the unanimous-consent agreement it seems to the Chair that the request is out of order. The letters may be printed in the RECORD.

Mr. MURRAY. I ask that the letters be printed in the RECORD.

There being no objection, the letters were ordered to be printed in the RECORD, as follows:

EXECUTIVE OFFICE OF THE PRESIDENT,  
BUREAU OF THE BUDGET,  
Washington, D. C., June 10, 1946.

HON. JAMES E. MURRAY,  
United States Senate,  
Washington, D. C.

MY DEAR SENATOR MURRAY: In response to your letter of June 3, I am glad to submit additional comments, in view of subsequent amendments, on sections 130 and 208 of S. 2177, which provides for increased efficiency in the legislative branch of the Government. You ask particularly whether these provisions would have the effect of



preventing flexible fiscal policy on the part of both the Congress and the Executive.

So far as section 130 is concerned, it seems entirely proper for the Congress in the spring of each year to state the sense of the Congress in respect to total Federal expenditures, revenues, and deficits.

Section 208, however, would seriously hamper the development of a flexible fiscal policy on the part of the Federal Government.

In face of changed conditions, it would give the President a mandate to reduce expenditures in place of requiring him to submit recommendations for congressional consideration on expenditures, revenues, debt, and other proposed legislation.

Sections 130 and 208 taken together would seem to cause automatic adjustments in Federal expenditures that might well produce unfavorable, rather than favorable, effects. Such a procedure, even if the President is granted more latitude in assigning the reductions, may still cripple economically and socially programs planned and under way on the basis of congressional appropriations. It must be assumed that such expenditures are desirable and needed or they would not have been authorized by the Congress originally. This subsequent reduction would likely aggravate any business decline still further. In such a case, at the very moment the President and joint committee under the Employment Act of 1946 are requesting Congress to undertake means to compensate for a business decline and mounting unemployment, the President, on the other hand, would be forced to devise a means of reducing appropriations which might be contrary to the recommendations he would make under the Employment Act.

If strictly adhered to, it would tend to nullify the very constructive provisions of the Employment Act of 1946. This act requires that the President and Joint Committee on the Economic Report constantly review current economic conditions and recommend all "practicable means" for preventing unemployment. One of these widely recognized means is flexible fiscal policy—the increasing or decreasing of expenditures and revenues by the Congress as conditions and economic needs change and without waiting for a new fiscal year or until conditions become so depressed that the President feels compelled to declare a state of national emergency.

A legal issue also arises which deserves attention. If under section 208 the President is required to cut during the latter half of a fiscal year the appropriations approved subsequent to the concurrent resolution, he must then act on the basis of a congressional resolution without having had an opportunity to exercise his constitutional power of veto.

If the obligation upon the President to cut expenditures should remain in the legislation, then the concurrent resolution should be changed into a joint resolution.

I hope you will call upon me at any time that I can be of further service.

Sincerely yours,

PAUL H. APPLEBY,  
Acting Director.

OFFICE OF WAR MOBILIZATION  
AND RECONVERSION,  
Washington, D. C., June 10, 1946.

Hon. JAMES E. MURRAY,  
United States Senate.

DEAR SENATOR MURRAY: You have requested my views on sections 130 and 208 of the legislative reorganization bill, S. 2177. In my opinion, these sections raise grave questions warranting the most careful consideration.

These sections represent a new method of developing and enacting executive appropriations for each fiscal year, and under certain conditions, for reducing these appropriations in the middle of the year. The procedure proposed is a drastic departure from existing

techniques. In this letter I would like to outline two of the problems raised by these provisions.

Section 130 provides that the revenue (Senate Finance, House Ways and Means) and Appropriations Committees of both Houses shall meet jointly early in the calendar year to prepare an estimate of total Federal receipts and expenditures for the next fiscal year. In discharging this function these committees will largely overlap the work of the Joint Committee on the Economic Report established by the Employment Act of 1946. Not only will the functions overlap, but both groups will be engaged in examining the same subject matter at approximately the same time.

Section 208, or any similar provision which operates to reduce appropriations in the middle of the fiscal year, will seriously interfere with the orderly operations of the executive agencies. I would also anticipate that such a provision would directly result in inefficiency because of the inability of executive agencies to plan their expenditures for the full fiscal year.

No executive agency has been afforded an opportunity to be heard on these provisions of the reorganization bill. Because of the importance of these provisions to the operations of the executive branch, I believe it essential that an opportunity be afforded the various agencies to give specific illustrations of how such a provision would affect their operations, their efficiency, and their personnel.

For these reasons I am of the opinion that the enactment of these provisions without further study would be undesirable.

Sincerely yours,

JOHN W. SNYDER,  
Director.

DEPARTMENT OF AGRICULTURE,  
June 10, 1946.

Hon. JAMES E. MURRAY,  
United States Senate.

DEAR SENATOR MURRAY: Reference is made to your request of June 4, 1946, for an expression of our views on sections 130 and 208 of S. 2177, a bill to provide for increased efficiency in the legislative branch of the Government.

Section 130 of the bill provides that by joint action the Revenue and Appropriation Committees of both Houses shall report to the Congress the estimated over-all Federal receipts and expenditures for the ensuing fiscal year, such report to be made within 60 days after the opening of each regular session or by April 15, whichever occurs first. If the report indicates that estimated expenditures exceed estimated receipts, Congress would authorize an increase in the public debts by the amount of such excess, before considering the general appropriation bills for the ensuing fiscal year. This section would not be applicable in time of war or during a national emergency proclaimed by the President.

Section 208 provides that if on December 31 in any fiscal year the President is of the opinion that the excess of expenditures over receipts will be in an amount greater than that authorized by the Congress pursuant to section 130, he shall reduce all appropriations, with certain exceptions, by a uniform percentage in an aggregate amount sufficient to reduce such excess to the amount of the excess approved by the Congress. The provisions of this section would not apply in time of war or during a national emergency proclaimed by the President.

Section 130 apparently has the objective of an over-all coordination of the revenue and appropriation processes of the Government. With this objective we are in complete agreement. It is felt, however, that the provisions of sections 130 and 208 raise some rather fundamental questions.

These sections would require the administration of certain phases of the budget and

fiscal affairs of the Government by rule rather than by any criteria of necessity. Under section 208 the major consideration appears to be to balance the amount of the difference of expenditures and receipts against a predetermined amount fixed by concurrent resolution of Congress months before the needs become evident and before the amount of receipts can be determined. For example, the Employment Act of 1946 provides for not only annual reports to be submitted during the beginning of each year, but also interim reports to be submitted later in the year which may indicate substantial changes in the employment situation and the need for Government action in the public interest. The large extent to which the employment situation can change within a period of only a few months was definitely indicated by the experience which the country had in 1937 when the index of industrial production went down from 116 in January to 87 in December. Thus the Government had to take action during the last few months of the year to alleviate economic distress which could not have been anticipated accurately during the first few weeks of the year. The bill in its present form does not appear to provide sufficient flexibility for the recognition of such a situation.

The Employment Act of 1946 (Pub. Law 304, 79th Cong.), provides that the President shall submit to Congress within 60 days after the beginning of each regular session an economic report and that the Congressional Joint Committee on the Economic Report shall submit its comments thereon not later than May 1 of each year. S. 2177, however, requires that the revenue and appropriation committees shall submit and report on the over-all estimates of appropriations and receipts not later than 60 days after the beginning of each regular session, or on April 15. This would mean that the joint committee, in making their study, would not have the benefit of the recommendations of the joint committee on the economic report and that, therefore, the objectives of the Employment Act might be nullified to some extent unless the concurrent resolution as provided for in section 130 (a) should be subsequently revised, if necessary, to give effect to the recommendations of the joint committee on the economic report. Moreover, if sufficient time is allowed for the studies provided for in this bill and the Employment Act, it is doubtful whether enough time would remain for the appropriation bills to be considered adequately and acted upon before the beginning of the ensuing fiscal year.

The provisions of section 208 of the bill, for the reduction of appropriations on December 31, after one-half of the fiscal year has expired, could present some very difficult problems in planning work programs, budgetary control, etc. For instance, appropriation acts provide for the accomplishment of certain projects or programs which are undertaken shortly after July 1 only after considerable planning. The elimination or curtailment of such programs midway in the fiscal year would not only prevent the completion of work contemplated by the Congress in the appropriation acts, but in many instances would result in the expenditure of time and money without commensurate benefits to the Government. It is apparent that in operation one-half of the year's program would be forced to bear the entire burden of the reduction.

In this connection, it should be noted that many of the programs administered by this Department do not progress at a uniform rate throughout the year, but fluctuate with crop-growing seasons and weather conditions.

Moreover, the reduction of appropriations by a uniform percentage would fail to recognize the necessity for essential and urgently needed appropriations, such as those for the protection of public health, public safety,



and public property, for the continuance of the national policy on employment, for the control or eradication of crop or livestock pests and diseases, and for other essential activities as well as emergency and unforeseeable needs. It is conceivable that exceptions to section 208 of the bill might be made in the case of certain appropriations, thus resulting in a disproportionate reduction in those appropriations to which such exceptions did not apply. In addition, to the extent that supplemental or deficiency appropriations may be made subsequently for urgent and unforeseeable situations, the appropriations made in the annual appropriation bills might necessarily be reduced. It would seem that a more constructive method for the reduction of expenditures, when necessary, would be accomplished after a thorough review and analysis, through the regular appropriation processes, of the relative needs and purposes of each appropriation which would be affected. The provisions of this section also fail to recognize a possible need for a thorough study of revenues and receipts with the view that such action as may be required might be taken by increasing income rather than by decreasing appropriations.

The Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely yours,

N. E. DODD,  
Under Secretary.

Since this report was written, the bill was amended somewhat on the floor of the Senate Saturday. Even as so amended, however, it does not meet entirely the points raised in this report. I am therefore asking Mr. Carl Sapp, of this Department, to deliver the above letter and discuss it with you.

DEPARTMENT OF COMMERCE,  
June 6, 1946.

The Honorable JAMES E. MURRAY,  
United States Senate,

Washington, D. C.

DEAR SENATOR MURRAY: This is in reply to your letter of June 4 asking for our views on sections 130 and 208 of the legislative reorganization bill, S. 2177.

The purposes of the Legislative Reorganization bill as a whole are thoroughly laudable and its effects in equipping the Senate and the House of Representatives to discharge their obligations are badly needed.

The purpose of sections 130 and 208 is apparently to insure more systematic over-all consideration of the Government's total program—less piecemeal legislation and especially more recognition of the fact that revenue policies and expenditure policies are closely related in their economic consequences. This also is a laudable purpose which I have urged repeatedly.

But the specific terms of these two sections seem to conflict with the well-considered provisions of the Employment Act of 1946 and furthermore it seems to me would restrict and hamper rather than encourage the development of a unified and enlightened economic program.

Section 130 calls for a joint committee report by April 15 of each year setting forth estimates of both revenue and expenditures for the next fiscal year and would prevent the consideration of any appropriation bill until both Houses had adopted a concurrent resolution with respect to the Federal debt limitation. This concurrent resolution might require weeks of debate, and thus make for hasty consideration of the revenue bills themselves.

It seems impossible for the other working committees of the two Houses to have their work in shape as early as April 15th so that the Appropriation and Finance committees of the Senate and the Appropriations and the Ways and Means committees of the House could formulate intelligent estimates.

This April 15th report would either conflict with or be superseded by the May 1st report of the Joint Committee already created by the Employment Act of 1946. If the April 15th report were binding it would be because the four committees on revenue and expenditures had become de facto a super-government, overriding—by a simple concurrent resolution which would not require the signature of the President—the Constitutional powers of the separate chambers and constraining the responsible policy committees of each House in the discharge of their appropriate duties.

The Joint Committee on the Economic Report established by the Employment Act of 1946 was designed for the express purpose of obtaining mature and responsible consideration of the economic state of the Nation. This report will include consideration of the relation of the Federal Budget to our total national economy. Section 130 of this bill would seem to be a retrogression in that it would tend to lose sight of the inevitable major effect of Federal revenue and appropriation policies on the total economy and interfere with proper consideration of the National program by the Joint Committee on the Economic Report.

Section 208 also seems unduly restrictive in requiring the President at the end of each year to make blanket cuts according to whatever ceiling had been set by the concurrent resolution the previous April. Arbitrary action like this might well impede or even defeat the purpose of this bill itself as well as of the Employment Act of 1946. Section 209 would add to this effect. Some more rational and more workable procedure surely can be worked out to establish closer relations between the formulation of policies and programs by the Congress and their execution by the executive branch.

The underlying purpose of the legislative reorganization bill is, of course, not to prevent responsible action by the Congress and the Executive, but to strengthen our ability to take wise and enlightened and timely action. I should think sections 130 and 208 of this bill would seriously interfere with this objective—perhaps even prevent its attainment in respect to economic policies and programs.

Yet I recognize clearly that the committees on revenue and expenditures have heavy responsibilities and that a clearer relationship between revenue policies and expenditure policies is badly needed. I think, too, that it will be a very healthy thing for everybody concerned to realize more clearly what is happening to the public debt year by year. Could not these four vital-committees—perhaps through their chairmen and ranking minority members—be articulated with the work of the Joint Committee on the Economic Report? If this were accomplished, then the four committees would be in a position to act promptly on the report of the joint committee after May 1 of each year and thus present their views for due and weighty consideration during the floor debates on the joint committee report.

If something along these lines can't be worked out just now, I would respectfully suggest that the picture might be clearer early in the next session after we have all had time to get the basic machinery of the Employment Act into operation. I hope it is not necessary to delay adopting the highly desirable and important features of the legislative reorganization bill which are very clear and apparently meet with almost universal welcome.

Sincerely yours,

H. A. WALLACE.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

Mr. LA FOLLETTE. I ask for the yeas and nays.

The yeas and nays were ordered, and the legislative clerk called the roll.

Mr. GUFFEY. I announce that my colleague Mr. MYERS is necessarily absent on official business. If present he would vote "yea."

Mr. HILL. I announce that the Senator from North Carolina [Mr. BAILEY] and the Senator from Alabama [Mr. BANKHEAD] are absent because of illness.

The Senator from Nevada [Mr. CARVILLE] and the Senators from Idaho [Mr. GOSSETT and Mr. TAYLOR] are absent by leave of the Senate.

The Senator from Missouri [Mr. BRIGGS] is absent because of a death in his family.

The Senator from Rhode Island [Mr. GERRY] is necessarily absent.

The Senator from New Mexico [Mr. CHAVEZ], the Senator from Louisiana [Mr. ELLENDER], the Senator from New York [Mr. MEAD], the Senator from Washington [Mr. MITCHELL], the Senator from Oklahoma [Mr. THOMAS], and the Senator from Montana [Mr. WHEELER] are detained on public business.

The Senator from Arizona [Mr. McFARLAND] is absent on official business.

The Senator from Arkansas [Mr. FULBRIGHT] and the Senator from Rhode Island [Mr. GREEN] are absent on official business, attending the meeting of the Empire Parliamentary Association at Bermuda.

I also announce that the Senator from Alabama [Mr. BANKHEAD] has a general pair with the Senator from Nebraska [Mr. BUTLER].

I announce further that on this question the Senator from Arkansas [Mr. FULBRIGHT] is paired with the Senator from Oklahoma [Mr. THOMAS]. If present and voting, the Senator from Arkansas would vote "yea," and the Senator from Oklahoma would vote "nay."

I also announce that on this question the Senator from New York [Mr. MEAD] is paired with the Senator from Rhode Island [Mr. GERRY]. If present and voting, the Senator from New York would vote "yea," and the Senator from Rhode Island would vote "nay."

I announce that if present and voting, the Senator from Washington [Mr. MITCHELL] would vote "yea."

Mr. WHERRY. The Senator from Michigan [Mr. FERGUSON] and the Senator from Wisconsin [Mr. WILEY] are absent by leave of the Senate as members of the committee appointed by the United States Senate to attend the Empire Parliamentary Conference in Bermuda. If present the Senator from Michigan would vote "yea."

The Senator from Nebraska [Mr. BUTLER], who is absent by leave of the Senate, has a general pair with the Senator from Alabama [Mr. BANKHEAD].

The Senator from Vermont [Mr. AIKEN], the Senator from Maine [Mr. BREWSTER], the Senator from Delaware [Mr. BUCK], the Senator from Minnesota [Mr. SHIPSTEAD], the Senator from New Jersey [Mr. SMITH], and the Senator from New Hampshire [Mr. TOBEY] would vote "yea" if present.

The Senator from Iowa [Mr. WILSON] is unavoidably detained. If present he would vote "yea."



The Senator from North Dakota [Mr. LANGER] and the Senator from North Dakota [Mr. YOUNG] are absent by leave of the Senate.

The Senator from West Virginia [Mr. REVERCOMB] and the Senator from Indiana [Mr. WILLIS] are necessarily absent.

The result was announced—yeas 49, nays 16, as follows:

## YEAS—49

Andrews	Hatch	Murdock
Austin	Hawkes	Pepper
Ball	Hayden	Radcliffe
Barkley	Hickenlooper	Reed
Bridges	Hill	Russell
Brooks	Hoey	Saltonstall
Burch	Huffman	Stanfill
Byrd	Johnson, Colo.	Taft
Capehart	Kilgore	Thomas, Utah
Capper	Knowland	Tunnell
Cordon	La Follette	Tydings
Donnell	Lucas	Vandenberg
Downey	McMahon	Wagner
George	Magnuson	Wherry
Guffey	Maybank	White
Gurney	Moore	
Hart	Morse	

## NAYS—16

Bilbo	McClellan	Overton
Bushfield	McKellar	Robertson
Connally	Millikin	Stewart
Eastland	Murray	Walsh
Johnston, S. C.	O'Daniel	
McCarran	O'Mahoney	

## NOT VOTING—31

Aiken	Fulbright	Smith
Bailey	Gerry	Taylor
Bankhead	Gossett	Thomas, Okla.
Brewster	Green	Tobey
Briggs	Langer	Wheeler
Buck	McFarland	Wiley
Butler	Mead	Willis
Carville	Mitchell	Wilson
Chavez	Myers	Young
Ellender	Revercomb	
Ferguson	Shipstead	

So the bill (S. 2177) was passed.

## EXTENSION OF PRICE CONTROL AND STABILIZATION ACT

Mr. BARKLEY. I move that the Senate proceed to the consideration of Calendar 1458, House bill 6042, to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes.

The PRESIDING OFFICER. The question is on the motion of the Senator from Kentucky.

The motion was agreed to, and the Senate proceeded to consider the bill (H. R. 6042), to amend the Emergency Price Control Act of 1942, as amended, and the Stabilization Act of 1942, as amended, and for other purposes, which had been reported from the Committee on Banking and Currency with amendments.

Mr. BARKLEY. Mr. President, the measure providing for extension of the OPA has just been made the unfinished business of the Senate. It is my purpose to ask that the Senate convene at 11 o'clock tomorrow. We all realize that this is one of the most important pieces of legislation to come before the Senate, and all Senators are interested in it. I dare express the hope that Senators will attend as diligently as possible during the discussion of the bill and that we may, if necessary, hold evening sessions in order that we may dispose of it. I am very anxious that the bill be disposed of this week, because time is running, and the measure will have to go to conference and be acted upon in time to reach the President for his signature or such action

as he sees fit to take well in advance of the 30th of June. So that there will be some time for him to consider the legislation when it reaches him, I hope we may speed up consideration without in any way interfering with deliberate consideration of the bill.

Mr. TAFT. Is the Senator willing to say definitely whether there will be a night session tomorrow night or not?

I suggest that on the first day it would be difficult to have a night session.

Mr. BARKLEY. No; I have not contemplated a night session tomorrow night, and will not ask for it. Beyond that, I think we might prepare ourselves for it.

Mr. McMAHON. Mr. President, will the Senator yield?

Mr. BARKLEY. I yield.

Mr. McMAHON. If we are to work every night until 11 or 12 o'clock, is it the majority leader's intention to keep us here on Saturdays too?

Mr. BARKLEY. I do not like to say in advance, but during the remainder of this session I think all Members might well prepare themselves for Saturday sessions if we are to wind up the business of the session and have an adjournment, as I hope—and as we all hope, I believe—about the middle of July. I think we can well afford to hold sessions on Saturday. If we should finish this bill, we shall have many other bills ready for consideration. Five appropriation bills are now awaiting action on the part of the Senate. There is much further legislation crowding the calendar, and there is great pressure for its consideration.

It is now nearly the middle of June. Therefore I think we may well prepare ourselves for a Saturday session each week during the remainder of this session, subject to any hiatus which may be deemed advisable when any particular Saturday arrives.

Mr. McMAHON. May we count on having Sundays off?

Mr. BARKLEY. I will say to the Senator that I will do the best I can to arrange it.

Mr. McMAHON. I shall be very grateful. I should like to have 1 day off.

Mr. BARKLEY. The Senator would not like it any better than the rest of us. But we have not had too many Saturday sessions since the 1st of January.

Now that we are hoping to reach an adjournment it seems that we might very well devote ourselves to sessions of the Senate on such Saturdays as may be necessary between now and the time of adjournment.

## COLUMBIA RIVER DAMS AND FISHERIES

Mr. MAGNUSON. Mr. President, some years ago the United States Government embarked upon a program of developing the great hydroelectric resources of the Columbia River, which flows mainly in my State and also divides the States of Oregon and Washington. Prior to the Government undertaking the development of the great Bonneville Dam and the greatest of all dams, the Grand Coulee, there had been some private development of the Columbia River. One major dam, known as the Rock Island Dam, is situated in the Washington part of the river. It is a low-level dam. Other

than that, there was no other hydroelectric development.

The Columbia River furnished annually for the residents of Oregon and Washington an industry conservatively estimated at from \$250,000,000 to \$400,000,000 a year, depending upon the run of salmon. When the Rock Island Dam was built it was not very difficult to place salmon ladders, as we call them, to allow the salmon to go upstream into the Columbia River and its tributaries to spawn.

However, with the building of the Grand Coulee and Bonneville Dams there arose a great scientific argument as to whether or not the salmon could be moved up salmon ladders so that the run would not be seriously depleted. At any rate, we proceeded with the hydroelectric development, because the potentialities of the development of hydroelectric resources on the river and the benefits of the dams probably far outweighed the importance of the salmon industry, taking into consideration the fact that we could preserve a portion of it or a great deal of it.

Since that time there has been much argument between sportsmen and commercial river fishermen as to whether or not these dams and developments have actually depleted the salmon in the river. The truth is that there are fewer salmon in the river now than there were in previous times. That may be the result of many other causes. Surely the dams have contributed to a certain extent to the depletion of the great salmon runs in the Columbia River.

The State departments of fisheries of both Oregon and Washington have had a running controversy with the Fish and Wildlife Service, upon which rests the duty of doing what it can to preserve the fish in cooperation with the Bureau of Reclamation and other agencies which were building the dams. That controversy has continued for many years. There are sportsmen in my section of the country who claim that the value of having fighting salmon running in the river, attracting easterners and others throughout the world to fish, represents more in dollars and cents to the potential income of the region than even the commercial fisheries. Some of them even go so far as to say that the value is greater than that of the dams. Perhaps that is farfetched, because had it not been for the Bonneville and Grand Coulee Dams on the Columbia River, providing the greatest source of hydroelectric power the world has ever known, probably some of the things which we accomplished during the war, including the atomic bomb itself, could not have been completed in the short time in which they were completed because of this power pool.

The Government has other great projects contemplated for the area, because of the ready access to power from the Columbia River. There are other sites on the river, on which we shall have the reports of engineers. One project is known as the Foster Creek Dam, which is 56 miles riverwise below Grand Coulee. The reports of the engineers show that it could produce cheaper hydroelectric power than any other known site in the



entire world. Because of great scientific developments and possibilities of great scientific research in supersonics, atomic energy, and other developments, we shall probably have need for even more power.

So the controversy has again arisen regarding what few salmon are left. The Government conducted quite an experiment in connection with the building of the Grand Coulee Dam. The Grand Coulee Dam shut off all the runs of salmon north, because the dam is so high that it was impossible to build fish ladders which would work. The Fish and Wildlife Service spent three or four million dollars in picking up salmon below Grand Coulee and below the Rock Island Dam, placing them in refrigerator cars, and taking them up new tributaries above the dams, in hope that it would be possible to change the habits of the salmon, which every 4 years for thousands of years have fought their way back over thousands of miles to the exact stream where they were born. That experiment in the 4-year cycle was conducted probably 2 years ago. It was found that salmon could be trained to make that change, because the salmon returned and went over the low dams of Bonneville and Rock Island. They turned and went up those streams. How many of them did so we do not know. Some of the salmon were found at the bottom of Grand Coulee, trying to get up the Grand Coulee Dam, and, of course, they killed themselves.

But the controversy is again in progress. I do not pose as an expert. I like to fish for salmon, and I like to see dams built. However, I have been receiving a great number of communications. I shall ask unanimous consent to place two of them in the RECORD.

One of the items consists of a letter from one of the most prominent sportsmen and conservationists in the Pacific Northwest, and I believe that he takes a very sensible attitude toward the controversy which involves two great industries. His name is Ben M. Paris. He has written me a letter on the subject, and I ask unanimous consent to have the letter printed in the RECORD at this point.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

BEN PARIS SPORTING GOODS  
& RECREATION CO., INC.  
Seattle, Wash., May 16, 1946.

The Honorable WARREN G. MAGNUSON,  
United States Senator,  
Washington, D. C.

DEAR WARREN: Your letter of the 6th, together with copy of your reply to Pete Antoncich in regard to the McNary Dam, was received.

I'm glad to see that you're making a fight to protect the important salmon runs along the Columbia River. I suppose the conservation interests won't be strong enough to stop construction of the McNary Dam at this time, but it does seem a shame that the river can't be developed from the top down, at Foster Creek, Rocky Beach, and Priest Rapids in order, rather than from Bonneville up. I believe that ample power can be obtained from the above installations without the serious effects on the fish runs that will be created by a dam at Umatilla, and I believe that the value of the fish runs both now and in the future will exceed any benefits from transportation. But if the Mc-

Nary Dam is a certainty, then nothing should be left undone to salvage everything possible from the fish runs, and these plans should be an integral part of the plans for construction of the dam before any further appropriations are made. The various Oregon and Washington fish and game departments should be a party to these plans, and not just the United States Fish and Wildlife Service, who all too frequently are overwhelmed by the prestige of the engineers or Reclamation Service, and therefore are not able or are unwilling to put forth their best in the interest of conservation.

You know what my attitude is in respect to the comparative values of commercial and sport fisheries to this State, and while we should both work together in protecting our mutual interests, our sport fishery is far more valuable to the economy of this State than is the commercial. No one yet, of national reputation and authority, has given full credit to what sport fishing for migratory salmon and steelheads means to the State of Washington, or even to the Nation as a whole. But I believe that it is one of our most valued and treasured resources, and that economically it returns many hundreds of millions of dollars to this State annually, and not just a few millions as does the commercial fishery.

Many thousands of people have moved out to Washington and remained here solely because of the excellence of its sport fishing on salmon and steelheads. Many thousands more will come and remain if the sport is maintained, because that sort of recreation is an important and determining factor in their lives and where they live. I contend that 75,000 people reside in the Puget Sound area alone, and remain here, solely because of the sport they enjoy the year around on salmon and steelheads, a sport that is accessible almost any afternoon or week end close at hand.

It is estimated these people, ranging from big executives to laborers and through all the professions, earn and spend here an average of \$3,000 each year, which totals up to \$225,000,000 annually, a value to the economy of this State which can be attributed directly to the sport salmon and steelhead fishing that is available. Capitalized at 4 percent, this represents a capital resource to this region with a value of nearly \$6,000,000,000.

And I believe the Columbia, producing as it does much of the sport fishing in Idaho, Oregon, and other parts of Washington, approaches or equals the values claimed for Puget Sound.

And while on this subject, I think it's nothing short of a crime the way the Army engineers and irrigation and power interests and others who are equally short-sighted, are covetously eyeing the lower reaches of virtually every river flowing into Puget Sound and through western Washington for dam sites, under the guise of flood control, power, or irrigation. Any dam on the lower reaches at the sites now proposed will virtually destroy the runs of fish in those rivers, causing a loss that will exceed the benefits to be obtained one-hundred-fold—yes, one-hundred-fold. For example, the annual average flood loss proposed to be prevented by a dam on Green River, 6 miles east of Auburn, is \$200,000, according to the engineers' figures. The loss that will result to this immediate locality's economy on the basis quoted above will be upward of \$30,000,000 annually.

The trouble is that the engineers get some of these professional civilian consultants or touts to egg them on, and it's almost impossible to stop them, or divert them from their original plans.

But in most cases these rivers, all of them, can be controlled or harnessed by a series of dams in their upper reaches above the range of the salmon's migration, which would not seriously interfere with or deplete the runs. True, they would cost more money, but the added cost can be readily

justified if the fisheries were considered and appraised at their true value from an economic viewpoint and not at the cold dollar and cent value of a pound of dead fish.

WARREN, if you put this viewpoint over in Congress, you can be the most popular man ever to go to Washington from the Pacific coast, and you'll be the greatest. What do you suppose these tens of thousands of people will think, whom the industrialists plan to lure out here, if they can find a job and with it, the finest, cleanest, and most readily accessible recreation in the world, that of sport salmon and steelhead fishing? Puget Sound and its bordering cities can really be America's Utopia, so easily. We can have industrial development plus our God-given recreational heritage, if only a little common sense is used.

Kindest regards.

Sincerely yours,

B. M. PARIS.

Mr. MAGNUSON. The other item is a résumé of this subject written by one of the great newspaper men of our State who is also a sportsman and a conservationist interested in the development of our State. His name is Gordon M. Quarnstrom, and he is editor of the Longview Daily News. He made a survey of the future of Columbia River salmon with the present dams, and taking into consideration the possibility of further dams. He goes into the subject in great detail. I believe that his statement should be a part of the RECORD. I hope that Members of the Senate as well as Members of the House who may lean toward the fishing side or the side of those interested in the construction of dams, and all those who are interested in the preservation of these great resources together with such fish and wildlife as we can preserve, will read these articles. The controversy will again be before us in connection with appropriations for fish ladders and other things.

There being no objection, the matters referred to were ordered to be printed in the RECORD, as follows:

LONGVIEW DAILY NEWS,  
Longview, Wash., April 15, 1946.

WARREN G. MAGNUSON,  
Senate Office Building,  
Washington, D. C.

DEAR SENATOR: I am sorry to have delayed so long in sending you a copy of my article on the Columbia River dams and fisheries, but the only copy available was being used by The Fisherman, a new magazine, and I had to wait until I could track it down and have it returned to me.

I enclose it herewith.

Sincerely,

GORDON M. QUARNSTROM.

FUTURE OF COLUMBIA RIVER SALMON RUNS  
WORRIES CONSERVATIONISTS  
(By Gordon M. Quarnstrom)

A controversy over whether the Federal Government will be able to further harness the mighty Columbia River, bringing greater hydroelectric, irrigation, and navigation developments, without destroying the quarter billion dollar salmon fisheries industry is growing in the Pacific Northwest.

The commercial fisherman contends that the Government's hope to gain added industry and other benefits from the building of a series of eight more dams does not compensate for the loss of food resources and employment which will result from such a program.

Federal agencies and certain other persons interested in Pacific Northwest development, on the other hand, feel the fisherman's fears









S. 2177

Ordered to be printed

- (a) Committee on Agriculture and Forestry.
- (b) Committee on Appropriations.
- (c) Committee on Armed Services.
- (d) Committee on Banking and Currency.



- (e) Committee on Civil Service.
  - (f) Committee on the District of Columbia.
  - (g) Committee on Expenditures in the Executive Departments.
  - (h) Committee on Finance.
  - (i) Committee on Foreign Relations.
  - (j) Committee on Interstate and Foreign Commerce.
  - (k) Committee on the Judiciary.
  - (l) Committee on Labor and Public Welfare.
  - (m) Committee on Public Lands.
  - (n) Committee on Public Works.
  - (o) Committee on Rules and Administration.
- Sec. 103. Appropriations.

#### PART 2—PROVISIONS APPLICABLE TO BOTH HOUSES

- Sec. 121. Private bills banned.
- Sec. 122. Joint hearings.
- Sec. 123. Congressional recesses.
- Sec. 124. Committee procedure.
- Sec. 125. Committee powers.
- Sec. 126. Special committees banned.
- Sec. 127. Conference rules on amendments in nature of substitute.
- Sec. 128. Legislative oversight by standing committees.
- Sec. 129. Decisions on questions of committee jurisdiction.
- Sec. 130. Estimates of receipts and expenditures.
- Sec. 131. Hearings and reports by Appropriations Committees.
- Sec. 132. Records of Congress.
- Sec. 133. Preservation of committee hearings.
- Sec. 134. Effective date.

#### TITLE II—MISCELLANEOUS

##### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

- Sec. 201. Stenographic pool.
- Sec. 202. Increase in compensation for certain Congressional officers.
- Sec. 203. Administrative assistant to Members.
- Sec. 204. Committee staffs.
- Sec. 205. Legislative Reference Service.
- Sec. 206. Office of the Legislative Counsel.
- Sec. 207. Reductions in appropriations.
- Sec. 208. Studies by Comptroller General.
- Sec. 209. Administrative management analyses by Comptroller General.

##### PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

- Sec. 221. Improvement of Congressional Record.
- Sec. 222. Joint Committee on Printing.
- Sec. 223. Joint Committee on the Library.
- Sec. 224. Transfer of functions.

##### PART 3—PROVISIONS RELATING TO CAPITOL AND POLICY COMMITTEES

- Sec. 241. Remodeling of caucus rooms and restaurants.
- Sec. 242. Assignment of Capitol space.
- Sec. 243. Senate and House pages.
- Sec. 244. Majority and minority policy committees.

- Sec. 245. Joint Legislative-Executive Council.
- Sec. 246. Experimentation with meeting schedules.
- Sec. 247. Effective date.

### TITLE III—REGULATION OF LOBBYING ACT

- Sec. 301. Short title.
- Sec. 302. Definitions.
- Sec. 303. Detailed accounts of contributions.
- Sec. 304. Receipts for contributions.
- Sec. 305. Statements to be filed with Clerk of House.
- Sec. 306. Statement preserved for two years.
- Sec. 307. Persons to whom applicable.
- Sec. 308. Registration with Secretary of the Senate and Clerk of the House.
- Sec. 309. Reports and statements to be made under oath.
- Sec. 310. Penalties.
- Sec. 311. Exemption.

### TITLE IV—FEDERAL TORT CLAIMS ACT

#### PART 1—SHORT TITLE AND DEFINITIONS

- Sec. 401. Short title.
- Sec. 402. Definitions.

#### PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

- Sec. 403. Claims of \$1,000 or less.
- Sec. 404. Reports.

#### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

- Sec. 410. Jurisdiction.
- Sec. 411. Procedure.
- Sec. 412. Review.
- Sec. 413. Compromise.

#### PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

- Sec. 420. One year statute of limitations.
- Sec. 421. Exceptions.
- Sec. 422. Attorneys' fees.
- Sec. 423. Exclusiveness of remedy.
- Sec. 424. Certain statutes inapplicable.

### TITLE V—GENERAL BRIDGE ACT

- Sec. 501. Short title.
- Sec. 502. Consent of Congress.
- Sec. 503. Tolls.
- Sec. 504. Acquisition by public agencies.
- Sec. 505. Statements of cost.
- Sec. 506. Sinking fund.
- Sec. 507. Applicability of title.
- Sec. 508. International bridges.
- Sec. 509. Eminent domain.
- Sec. 510. Penalties.
- Sec. 511. Rights reserved.



## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

Sec. 601. Compensation of Members of Congress.

Sec. 602. Retirement pay of Members of Congress.

## 1 SEPARABILITY CLAUSE

2 (b) If any provision of this Act or the application  
3 thereof to any person or circumstances is held invalid, the  
4 validity of the remainder of the Act and of the application  
5 of such provision to other persons and circumstances shall  
6 not be affected thereby.

7 TITLE I—CHANGES IN RULES OF SENATE AND  
8 HOUSE

## 9 RULE-MAKING POWER OF THE SENATE AND HOUSE

10 SEC. 101. The following sections of this title are enacted  
11 by the Congress:

12 (a) As an exercise of the rule-making power of the  
13 Senate and the House of Representatives, respectively, and  
14 as such they shall be considered as part of the rules of each  
15 House, respectively, or of that House to which they spe-  
16 cifically apply; and such rules shall supersede other  
17 rules only to the extent that they are inconsistent therewith;  
18 and

19 (b) With full recognition of the constitutional right of  
20 either House to change such rules (so far as relating to  
21 the procedure in such House) at any time, in the same  
22 manner and to the same extent as in the case of any other  
23 rule of such House.

PART 1—STANDING RULES OF THE SENATE

STANDING COMMITTEES OF THE SENATE

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

“RULE XXV

“STANDING COMMITTEES

“(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

“(a) Committee on Agriculture and Forestry, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

“1. Agriculture generally.

“2. Inspection of livestock and meat products.

“3. Animal industry and diseases of animals.

“4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

“5. Agricultural colleges and experiment stations.

“6. Forestry in general, and forest reserves other than those created from the public domain.

“7. Agricultural economics and research.

“8. Agricultural and industrial chemistry.

“9. Dairy industry.

“10. Entomology and plant quarantine.



1       “11. Human nutrition and home economics.

2       “12. Plant industry, soils, and agricultural engineering.

3       “13. Agricultural educational extension services.

4       “14. Extension of farm credit and farm security.

5       “15. Rural electrification.

6       “16. Agricultural production and marketing and stabili-  
7 zation of prices of agricultural products.

8       “17. Crop insurance and soil conservation.

9       “(b) Committee on Appropriations, to consist of twenty-  
10 one Senators, to which committee shall be referred all  
11 proposed legislation, messages, petitions, memorials, and  
12 other matters relating to the following subjects:

13       “1. Appropriation of the revenue for the support of  
14 the Government.

15       “(c) Committee on Armed Services, to consist of  
16 thirteen Senators, to which committee shall be referred all  
17 proposed legislation, messages, petitions, memorials, and  
18 other matters relating to the following subjects:

19       “1. Common defense generally.

20       “2. The War Department and the Military Establish-  
21 ment generally.

22       “3. The Navy Department and the Naval Establish-  
23 ment generally.

24       “4. Soldiers' and sailors' homes.

1       “5. Pay, promotion, retirement, and other benefits and  
2 privileges of members of the armed forces.

3       “6. Selective service.

4       “7. Size and composition of the Army and Navy.

5       “8. Forts, arsenals, military reservations, and navy yards.

6       “9. Ammunition depots.

7       “10. Maintenance and operation of the Panama Canal,  
8 including the administration, sanitation, and government of  
9 the Canal Zone.

10       “11. Conservation, development, and use of naval pe-  
11 troleum and oil shale reserves.

12       “12. Strategic and critical materials necessary for the  
13 common defense.

14       “(d) Committee on Banking and Currency, to consist  
15 of thirteen Senators, to which committee shall be referred all  
16 proposed legislation, messages, petitions, memorials, and  
17 other matters relating to the following subjects:

18       “1. Banking and currency generally.

19       “2. Financial aid to commerce and industry, other than  
20 matters relating to such aid which are specifically assigned  
21 to other committees under this rule.

22       “3. Deposit insurance.

23       “4. Public and private housing.

24       “5. Federal Reserve System.



1       “6. Gold and silver, including the coinage thereof.

2       “7. Issuance of notes and redemption thereof.

3       “8. Valuation and revaluation of the dollar.

4       “9. Control of prices of commodities, rents, or services.

5       “(e) Committee on Civil Service, to consist of thirteen  
6 Senators, to which committee shall be referred all proposed  
7 legislation, messages, petitions, memorials, and other matters  
8 relating to the following subjects:

9       “1. The Federal civil service generally.

10       “2. The status of officers and employees of the United  
11 States, including their compensation, classification, and  
12 retirement.

13       “3. The postal service generally, including the railway  
14 mail service, and measures relating to ocean mail and  
15 pneumatic-tube service; but excluding post roads.

16       “4. Postal-savings banks.

17       “5. Census and the collection of statistics generally.

18       “6. The National Archives.

19       “(f) Committee on the District of Columbia, to consist  
20 of thirteen Senators, to which committee shall be referred  
21 all proposed legislation, messages, petitions, memorials, and  
22 other matters relating to the following subjects:

23       “1. All measures relating to the municipal affairs of  
24 the District of Columbia in general, other than appropria-  
25 tions therefor, including—

1       “2. Public health and safety, sanitation, and quaran-  
2   tine regulations.

3       “3. Regulation of sale of intoxicating liquors.

4       “4. Adulteration of food and drugs.

5       “5. Taxes and tax sales.

6       “6. Insurance, executors, administrators, wills, and  
7   divorce.

8       “7. Municipal and juvenile courts.

9       “8. Incorporation and organization of societies.

10      “9. Municipal code and amendments to the criminal  
11   and corporation laws.

12      “(g) (1) Committee on Expenditures in the Execu-  
13   tive Departments, to consist of thirteen Senators, to which  
14   committee shall be referred all proposed legislation, mes-  
15   sages, petitions, memorials, and other matters relating to  
16   the following subjects:

17      “(A) Budget and accounting measures, other than  
18   appropriations.

19      “(B) Reorganizations in the executive branch of the  
20   Government.

21      “(2) Such committee shall have the duty of—

22          “(A) receiving and examining reports of the Comp-  
23   troller General of the United States and of submitting  
24   such recommendations to the Senate as it deems neces-



1 sary or desirable in connection with the subject matter  
2 of such reports;

3 “(B) studying the operation of Government activi-  
4 ties at all levels with a view to determining its economy  
5 and efficiency;

6 “(C) evaluating the effects of laws enacted to re-  
7 organize the legislative and executive branches of the  
8 Government;

9 “(D) studying intergovernmental relationships be-  
10 tween the United States and the States and municipali-  
11 ties, and between the United States and international  
12 organizations of which the United States is a member.

13 “(h) Committee on Finance, to consist of thirteen Sen-  
14 ators, to which committee shall be referred all proposed  
15 legislation, messages, petitions, memorials, and other matters  
16 relating to the following subjects:

17 “1. Revenue measures generally.

18 “2. The bonded debt of the United States.

19 “3. The deposit of public moneys.

20 “4. Customs, collection districts, and ports of entry and  
21 delivery.

22 “5. Reciprocal trade agreements.

23 “6. Transportation of dutiable goods.

24 “7. Revenue measures relating to the insular possessions.

1       “8. Tariffs and import quotas, and matters related there-  
2 to.

3       “9. National social security.

4       “10. Veterans’ measures generally.

5       “11. Pensions of all the wars of the United States,  
6 general and special.

7       “12. Life insurance issued by the Government on ac-  
8 count of service in the armed forces.

9       “13. Compensation of veterans.

10       “(i) Committee on Foreign Relations, to consist of  
11 thirteen Senators, to which committee shall be referred all  
12 proposed legislation, messages, petitions, memorials, and  
13 other matters relating to the following subjects:

14       “1. Relations of the United States with foreign nations  
15 generally.

16       “2. Treaties.

17       “3. Establishment of boundary lines between the United  
18 States and foreign nations.

19       “4. Protection of American citizens abroad and ex-  
20 patriation.

21       “5. Neutrality.

22       “6. International conferences and congresses.

23       “7. The American National Red Cross.

24       “8. Intervention abroad and declarations of war.



1       “9. Measures relating to the diplomatic service.

2       “10. Acquisition of land and buildings for embassies  
3 and legations in foreign countries.

4       “11. Measures to foster commercial intercourse with  
5 foreign nations and to safeguard American business inter-  
6 ests abroad.

7       “12. United Nations Organization and international  
8 financial and monetary organizations.

9       “13. Foreign loans.

10       “(j) Committee on Interstate and Foreign Commerce,  
11 to consist of thirteen Senators, to which committee shall be  
12 referred all proposed legislation, messages, petitions, me-  
13 morials, and other matters relating to the following subjects:

14       “1. Interstate commerce generally.

15       “2. Regulation of interstate railroads, busses, trucks, and  
16 pipe lines.

17       “3. Communication by telephone, telegraph, radio, and  
18 television.

19       “4. Civil aeronautics.

20       “5. Merchant marine generally.

21       “6. Registering and licensing of vessels and small boats.

22       “7. Navigation and the laws relating thereto, including  
23 pilotage.

24       “8. Rules and international arrangements to prevent  
25 collisions at sea.

1       “9. Merchant marine officers and seamen.

2       “10. Measures relating to the regulation of common  
3 carriers by water and to the inspection of merchant marine  
4 vessels, lights and signals, life-saving equipment, and fire  
5 protection on such vessels.

6       “11. Coast and Geodetic Survey.

7       “12. The Coast Guard, including life-saving service,  
8 lighthouses, lightships, and ocean derelicts.

9       “13. The United States Coast Guard and Merchant  
10 Marine Academies.

11       “14. Weather Bureau.

12       “15. Except as provided in paragraph (c), the Panama  
13 Canal and interoceanic canals generally.

14       “16. Inland waterways.

15       “17. Fisheries and wildlife, including research, restora-  
16 tion, refuges, and conservation.

17       “18. Bureau of Standards including standardization of  
18 weights and measures and the metric system.

19       “(k) Committee on the Judiciary, to consist of thirteen  
20 Senators, to which committee shall be referred all proposed  
21 legislation, messages, petitions, memorials, and other matters  
22 relating to the following subjects:

23       “1. Judicial proceedings, civil and criminal, generally.

24       “2. Constitutional amendments.

25       “3. Federal courts and judges.



1       “4. Local courts in the Territories and possessions.

2       “5. Revision and codification of the statutes of the  
3 United States.

4       “6. National penitentiaries.

5       “7. Protection of trade and commerce against unlaw-  
6 ful restraints and monopolies.

7       “8. Holidays and celebrations.

8       “9. Bankruptcy, mutiny, espionage, and counterfeiting.

9       “10. State and Territorial boundary lines.

10       “11. Meetings of Congress, attendance of Members,  
11 and their acceptance of incompatible offices.

12       “12. Civil liberties.

13       “13. Patents, copyrights, and trade-marks.

14       “14. Patent Office.

15       “15. Immigration and naturalization.

16       “16. Apportionment of Representatives.

17       “17. Measures relating to claims against the United  
18 States.

19       “18. Interstate compacts generally.

20       “(1) Committee on Labor and Public Welfare, to con-  
21 sist of thirteen Senators, to which committee shall be referred  
22 all proposed legislation, messages, petitions, memorials, and  
23 other matters relating to the following subjects:

24       “1. Measures relating to education, labor, or public  
25 welfare generally.

- 1        "2. Mediation and arbitration of labor disputes.
- 2        "3. Wages and hours of labor.
- 3        "4. Convict labor and the entry of goods made by
- 4 convicts into interstate commerce.
- 5        "5. Regulation or prevention of importation of foreign
- 6 laborers under contract.
- 7        "6. Child labor.
- 8        "7. Labor statistics.
- 9        "8. Labor standards.
- 10       "9. School-lunch program.
- 11       "10. Vocational rehabilitation.
- 12       "11. Railroad labor and railroad retirement and un-
- 13 employment, except revenue measures relating thereto.
- 14       "12. United States Employees Compensation Com-
- 15 mission.
- 16       "13. Columbia Institution for the Deaf, Dumb, and
- 17 and Blind; Howard University; Freedmen's Hospital; and
- 18 Saint Elizabeths Hospital.
- 19       "14. Public health and quarantine.
- 20       "15. Welfare of miners.
- 21       "16. Vocational rehabilitation and education of veterans.
- 22       "17. Veterans' hospitals, medical care and treatment of
- 23 veterans.
- 24       "18. Soldiers' and sailors' civil relief.
- 25       "19. Readjustment of servicemen to civil life.



1       “(m) Committee on Public Lands, to consist of thir-  
2   teen Senators, to which committee shall be referred all  
3   proposed legislation, messages, petitions, memorials, and  
4   other matters relating to the following subjects:

5       “1. Public lands generally, including entry, easements,  
6   and grazing thereon.

7       “2. Mineral resources of the public lands.

8       “3. Forfeiture of land grants and alien ownership, in  
9   cluding alien ownership of mineral lands.

10      “4. Forest reserves and national parks created from the  
11   public domain.

12      “5. Military parks and battlefields, and national ceme-  
13   teries.

14      “6. Preservation of prehistoric ruins and objects of in-  
15   terest on the public domain.

16      “7. Measures relating generally to Hawaii, Alaska, and  
17   the insular possessions of the United States, except those  
18   affecting their revenue and appropriations.

19      “8. Irrigation and reclamation, including water supply  
20   for reclamation projects, and easements of public lands for  
21   irrigation projects.

22      “9. Interstate compacts relating to apportionment of  
23   waters for irrigation purposes.

24      “10. Mining interests generally.

1       “11. Mineral land laws and claims and entries there-  
2 under.

3       “12. Geological survey.

4       “13. Mining schools and experimental stations.

5       “14. Petroleum conservation and conservation of the  
6 radium supply in the United States.

7       “15. Relations of the United States with the Indians  
8 and the Indian tribes.

9       “16. Measures relating to the care, education, and man-  
10 agement of Indians, including the care and allotment of  
11 Indian lands and general and special measures relating to  
12 claims which are paid out of Indian funds.

13       “(n) Committee on Public Works, to consist of thirteen  
14 Senators, to which committee shall be referred all proposed  
15 legislation, messages, petitions, memorials and other matters  
16 relating to the following subjects:

17       “1. Flood control and improvement of rivers and harbors.

18       “2. Public works for the benefit of navigation, and  
19 bridges and dams (other than international bridges and  
20 dams).

21       “3. Water power.

22       “4. Oil and other pollution of navigable waters.

23       “5. Public buildings and occupied or improved grounds  
24 of the United States generally.



1       “6. Measures relating to the purchase of sites and con-  
2   struction of post offices, customhouses, Federal courthouses,  
3   and Government buildings within the District of Columbia.

4       “7. Measures relating to the Capitol building and the  
5   Senate and House Office Buildings.

6       “8. Measures relating to the construction or recon-  
7   struction, maintenance, and care of the buildings and grounds  
8   of the Botanic Gardens, the Library of Congress, and the  
9   Smithsonian Institution.

10       “9. Public reservations and parks within the District  
11   of Columbia, including Rock Creek Park and the Zoological  
12   Park.

13       “10. Measures relating to the construction or mainte-  
14   nance of roads and post roads.

15       “(o) (1) Committee on Rules and Administration, to  
16   consist of thirteen Senators, to which committee shall be re-  
17   ferred all proposed legislation, messages, petitions, memo-  
18   rials, and other matters relating to the following subjects:

19       “(A) Matters relating to the payment of money out  
20   of the contingent fund of the Senate or creating a charge  
21   upon the same; except that any resolution relating to sub-  
22   stantive matter within the jurisdiction of any other standing  
23   committee of the Senate shall be first referred to such com-  
24   mittee.

25       “(B) Except as provided in paragraph (n) 8, matters

1 relating to the Library of Congress and the Senate Library;  
2 statuary and pictures; acceptance or purchase of works of  
3 art for the Capitol; the Botanic Gardens; management of the  
4 Library of Congress; purchase of books and manuscripts;  
5 erection of monuments to the memory of individuals.

6 “(C) Except as provided in paragraph (n) 8, matters  
7 relating to the Smithsonian Institution and the incorporation  
8 of similar institutions.

9 “(D) Matters relating to the election of the President,  
10 Vice President, or Members of Congress; corrupt practices;  
11 contested elections; credentials and qualifications; Federal  
12 elections generally; Presidential succession.

13 “(E) Matters relating to parliamentary rules; floor and  
14 gallery rules; Senate Restaurant; administration of the Senate  
15 Office Building and of the Senate Wing of the Capitol; assign-  
16 ment of office space; and services to the Senate.

17 “(F) Matters relating to printing and correction of the  
18 Congressional Record.

19 “(2) Such committee shall also have the duty of exam-  
20 ining all bills, amendments, and joint resolutions after pas-  
21 sage by the Senate; and, in cooperation with the Committee  
22 on House Administration of the House of Representatives,  
23 of examining all bills and joint resolutions which shall have  
24 passed both Houses, to see that the same are correctly en-  
25 rolled; and when signed by the Speaker of the House and



1 the President of the Senate, shall forthwith present the same,  
2 when they shall have originated in the Senate, to the Presi-  
3 dent of the United States in person, and report the fact  
4 and date of such presentation to the Senate. Such committee  
5 shall also have the duty of assigning office space in the Senate  
6 wing of the Capitol and in the Senate Office Building.

7 “(3) Each standing committee shall continue and have  
8 the power to act until their successors are appointed.

9 “(4) Each standing committee is authorized to fix the  
10 number of its members (but not less than one-third of its  
11 entire membership) who shall constitute a quorum thereof for  
12 the transaction of such business as may be considered by said  
13 committee, subject to the provisions of section 124 (e) of  
14 the Legislative Reorganization Act of 1946.

15 “(5) Each Senator shall serve on two standing com-  
16 mittees and no more; except that Senators of the majority  
17 party who are members of the Committee on the District of  
18 Columbia or of the Committee on Expenditures in the Execu-  
19 tive Departments may serve on three standing committees  
20 and no more.”

## 21 APPROPRIATIONS

22 SEC. 103. Rule XVI of the Standing Rules of the Sen-  
23 ate is amended to read as follows:

## 1 "RULE XVI

## 2 "AMENDMENTS TO APPROPRIATION BILLS

3 "1. All general appropriation bills shall be referred  
4 to the Committee on Appropriations, and no amendments  
5 shall be received to any general appropriation bill the effect  
6 of which will be to increase an appropriation already con-  
7 tained in the bill, or to add a new item of appropriation, un-  
8 less it be made to carry out the provisions of some existing  
9 law, or treaty stipulation, or Act, or resolution previously  
10 passed by the Senate during that session; or unless the same  
11 be moved by direction of a standing or select committee of  
12 the Senate, or proposed in pursuance of an estimate submitted  
13 in accordance with law.

14 "2. The Committee on Appropriations shall not report  
15 an appropriation bill containing amendments proposing  
16 new or general legislation or any restriction on the  
17 expenditure of the funds appropriated which proposes a  
18 limitation not authorized by law, and if an appropriation  
19 bill is reported to the Senate containing amendments pro-  
20 posing new or general legislation or any such restriction,  
21 a point of order may be made against the bill, and if the  
22 point is sustained, the bill shall be recommitted to the Com-  
23 mittee on Appropriations.

24 "3. All amendments to general appropriation bills moved



1 by direction of a standing or select committee of the Senate,  
2 proposing to increase an appropriation already contained  
3 in the bill, or to add new items of appropriation, shall, at  
4 least one day before they are considered, be referred to the  
5 Committee on Appropriations, and when actually proposed  
6 to the bill no amendment proposing to increase the amount  
7 stated in such amendment shall be received; in like manner,  
8 amendments proposing new items of appropriation to river  
9 and harbor bills, establishing post roads, or proposing new  
10 post roads, shall, before being considered, be referred to  
11 the Committee on Public Works.

12 “4. No amendment which proposes general legislation  
13 shall be received to any general appropriation bill, nor shall  
14 any amendment not germane or relevant to the subject matter  
15 contained in the bill be received; nor shall any amendment  
16 to any item or clause of such bill be received which does not  
17 directly relate thereto; nor shall any restriction on the ex-  
18 penditure of the funds appropriated which proposes a limita-  
19 tion not authorized by law be received; and all questions  
20 of relevancy of amendments under this rule, when raised,  
21 shall be submitted to the Senate and be decided without  
22 debate; and any amendment or restriction to a general appro-  
23 priation bill may be laid on the table without prejudice to  
24 the bill.

25 “5. No amendment, the object of which is to provide

1 for a private claim, shall be received to any general appro-  
 2 priation bill, unless it be to carry out the provisions of an  
 3 existing law or a treaty stipulation, which shall be cited on  
 4 the face of the amendment.

5 “6. (a) Three members of the following-named com-  
 6 mittees, to be selected by their respective committees, shall  
 7 be ex officio members of the Committee on Appropriations,  
 8 to serve on said committee when the annual appropriation  
 9 bill making appropriations for the purposes specified in  
 10 the following table opposite the name of the committee is  
 11 being considered by the Committee on Appropriations:

<i>Name of Committee</i>	<i>Purpose of Appropriation</i>
Committee on Agriculture and For- estry.	For the Department of Agriculture.
Committee on Civil Service-----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Co- lumbia.	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations---	For the Diplomatic and Consular Service.

12 “(b) At least one member of each committee enumer-  
 13 ated in subparagraph (a), to be selected by his or their  
 14 respective committees, shall be a member of any conference  
 15 committee appointed to confer with the House upon the  
 16 annual appropriation bill making appropriations for the  
 17 purposes specified in the foregoing table opposite the name  
 18 of his or their respective committee.

19 “7. When a point of order is made against any limi-



1 tation on the expenditure of funds appropriated in a general  
2 appropriation bill on the ground that the limitation violates  
3 this rule, the rule shall be construed strictly and, in case of  
4 doubt, in favor of the point of order.”

5 PART 2—PROVISIONS APPLICABLE TO BOTH HOUSES

6 PRIVATE BILLS BANNED

7 SEC. 121. (a) No private bill or resolution (including  
8 so-called omnibus claims or pension bills), and no amend-  
9 ment to any bill or resolution, authorizing or directing (1)  
10 the payment of money for property damages, for personal  
11 injuries or death, or for a pension (other than to carry out a  
12 provision of law or treaty stipulation); (2) the construction  
13 of a bridge across a navigable stream; or (3) the correction  
14 of a military or naval record, shall be received or considered  
15 in either the Senate or the House of Representatives.

16 (b) The provisions of this section shall not apply to  
17 any private bill or resolution conferring jurisdiction on the  
18 Federal courts to hear, determine, and render judgment in  
19 connection with a private claim otherwise cognizable under  
20 the Federal Tort Claims Act, if such claim accrued during  
21 the period commencing January 1, 1939, and ending on  
22 December 31, 1944.

23 JOINT HEARINGS

24 SEC. 122. The standing committees of the two Houses

1 are authorized to hold joint hearings with respect to subject  
2 matter within their respective jurisdictions.

3 CONGRESSIONAL RECESSES

4 SEC. 123. (a) Except in time of war or during a na-  
5 tional emergency proclaimed by the President, the two  
6 Houses shall adjourn not later than the last day (Sundays  
7 excepted) in the month of July in each year and shall stand  
8 adjourned sine die or until 12 o'clock meridian on the third  
9 day (Sundays excepted) after Members are notified to re-  
10 assemble in accordance with subsection (c) of this section.

11 (b) The consent of the respective Houses is hereby  
12 given to an adjournment of the other for the period specified  
13 in subsection (a).

14 (c) The President of the Senate and the Speaker of  
15 the House of Representatives shall immediately notify the  
16 Members of the Senate and the House, respectively, to  
17 reassemble whenever in their opinion legislative expediency  
18 shall warrant it or whenever the majority leader or the  
19 minority leader of the Senate and the majority leader or the  
20 minority leader of the House, acting jointly, file a written  
21 request with the Secretary of the Senate and the Clerk of  
22 the House that the Congress reassemble for the consideration  
23 of legislation.



## COMMITTEE PROCEDURE

1  
2 SEC. 124. (a) Each standing committee of the Senate  
3 and the House of Representatives shall set aside a regular  
4 period during each month to afford opportunity to Members  
5 who have introduced any bill or resolution to appear before  
6 the committee to explain the measure and outline the nature  
7 and character of the considerations which in their judgment  
8 support its passage.

9 (b) Each such committee shall fix regular weekly, bi-  
10 weekly, or monthly meeting days for the transaction of busi-  
11 ness before the committee, and additional meetings may be  
12 called by the chairman as he may deem necessary.

13 (c) Each such committee shall keep a complete record  
14 of all committee action. Such record shall include the at-  
15 tendance of Members at committee sessions and a record  
16 of the votes on any question on which a record vote is  
17 demanded. Such record votes shall be printed in the Con-  
18 gressional Record.

19 (d) It shall be the duty of the chairman of each such  
20 committee to report promptly to the Senate or House of  
21 Representatives, as the case may be, any measure approved  
22 by his committee and to take necessary steps to bring the  
23 matter to a vote.

24 (e) No measure or recommendation shall be reported

1 from any such committee unless a majority of the committee  
2 were actually present and voted in favor of such report.

3 (f) Each committee report shall contain an outline of  
4 the proposed legislation in nontechnical digest form, together  
5 with a supporting statement of reasons for the enactment  
6 of the measure and a statement of the national interest  
7 involved. The report shall also include estimates of the cost  
8 of carrying out the legislation. Such outlines, statements,  
9 and estimates shall be prepared by the staff of the com-  
10 mittee.

11 (g) Each standing committee shall, so far as practicable,  
12 require all witnesses appearing before it to file in advance  
13 written statements of their proposed testimony, and to  
14 limit their oral presentations to brief summaries of  
15 their argument. The staff of each committee shall prepare  
16 digests of such statements for the use of committee members.

17 (h) All hearings conducted by standing committees  
18 or their subcommittees shall be open to the public, except  
19 executive sessions for marking up bills or for voting or  
20 where the committee by a majority vote orders a secret  
21 executive session in the interest of national security.

#### 22 COMMITTEE POWERS

23 SEC. 125. (a) Each standing committee of the Senate  
24 and of the House of Representatives, including any subcom-



1 mittee of any such committee, is authorized to hold such  
2 hearings, to sit and act at such times and places during the  
3 sessions, recesses, and adjourned periods of their respective  
4 Houses (except that the provisions of this subsection shall  
5 not be applicable to committees of the House of Repre-  
6 sentatives during any period in which the House of Repre-  
7 sentatives is in adjournment sine die), to require by subpoena  
8 or otherwise the attendance of such witnesses and the  
9 production of such correspondence, books, papers, and docu-  
10 ments, to take such testimony and to make such expenditures  
11 (not in excess of \$10,000 for each committee during any  
12 Congress) as it deems advisable. Each such committee may  
13 make investigations into any matter within its jurisdiction,  
14 may report such hearings as may be had by it, and may  
15 employ stenographic assistance at a cost not exceeding 25  
16 cents per hundred words. The expenses of the committee  
17 shall be paid from the contingent fund of the Senate or the  
18 House, as the case may be, upon vouchers approved by  
19 the chairman.

20 (b) Every committee and subcommittee serving the  
21 Senate and House of Representatives shall report the name,  
22 profession, and total salary of each staff member employed  
23 by it, and shall make an accounting of funds appropriated to  
24 it and expended by it to the Secretary of the Senate and  
25 Clerk of the House of Representatives, as the case may be,

1 at least once every six months, and such information shall be  
2 published periodically in the Congressional Directory when  
3 and as the same is issued and as Senate and House documents,  
4 respectively, every three months.

5 (c) No standing committee of the Senate or the House,  
6 except the Committee on Rules of the House, shall sit,  
7 without special leave, while the Senate or the House, as  
8 the case may be, is in session.

9 SPECIAL COMMITTEES BANNED

10 SEC. 126. No bill or resolution, and no amendment to  
11 any bill or resolution, to establish or to continue a special  
12 or select committee, including a joint committee, shall be  
13 received or considered in either the Senate or the House  
14 of Representatives.

15 CONFERENCE RULES ON AMENDMENTS IN NATURE OF  
16 SUBSTITUTE

17 SEC. 127. (a) In any case in which a disagreement to  
18 an amendment in the nature of a substitute has been referred  
19 to conferees, it shall be in order for the conferees to report  
20 a substitute on the same subject matter; but they may not  
21 include in the report matters not committed to them by either  
22 House nor strike out anything agreed to and passed by both  
23 Houses. They may, however, include in their report in any  
24 such case matters which are germane modifications of sub-  
25 jects in disagreement.



1       (b) In any case in which the conferees include or strike  
2 out matter in violation of subsection (a), the conference  
3 report shall be subject to a point of order.

4       LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

5       SEC. 128. To assist the Congress in appraising the ad-  
6 ministration of the laws and in developing such amendments  
7 or related legislation as it may deem necessary, each stand-  
8 ing committee of the Senate and the House of Representatives  
9 shall exercise continuous watchfulness of the execution by the  
10 administrative agencies concerned of any laws, the subject  
11 matter of which is within the jurisdiction of such committee;  
12 and, for that purpose, shall study all pertinent reports and  
13 data submitted to the Congress by the agencies in the  
14 executive branch of the Government.

15       DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

16       SEC. 129. In any case in which a controversy arises  
17 as to the jurisdiction of any standing committee with respect  
18 to any proposed legislation, the question of jurisdiction shall  
19 be decided by the presiding officer of the Senate or the House  
20 of Representatives, as the case may be, without debate, in  
21 favor of that committee which has jurisdiction over the  
22 subject matter which predominates in such proposed legisla-  
23 tion; but such decision shall be subject to an appeal.

24       ESTIMATES OF RECEIPTS AND EXPENDITURES

25       SEC. 130. (a) The Committee on Ways and Means and

1 the Committee on Appropriations of the House of Repre-  
2 sentatives, and the Committee on Finance and the Commit-  
3 tee on Appropriations of the Senate, are authorized and  
4 directed to meet jointly at the beginning of each regular  
5 session of Congress and after study and consultation, giving  
6 due consideration to the budget recommendations of the  
7 President, report to their respective Houses the estimated  
8 over-all Federal receipts and expenditures for the ensuing  
9 fiscal year. Such report shall be made within sixty days  
10 after the opening of the session or by April 15, whichever  
11 first occurs.

12 (b) If the estimated expenditures exceed the estimated  
13 receipts in such report, the report shall be accompanied by  
14 a concurrent resolution, the matter after the resolving clause  
15 of which shall be substantially as follows: "That it is the  
16 sense of the Congress that the public debt shall be increased  
17 in an amount equal to the amount by which the estimated  
18 expenditures for the ensuing fiscal year exceed the estimated  
19 receipts, such amount being \$ ."

20 (c) Until the concurrent resolution specified in subsec-  
21 tion (b) has been agreed to by both Houses by record vote,  
22 no general appropriation bill appropriating money for the  
23 ensuing fiscal year shall be passed by either House.

24 (d) This section shall not be applicable in time of war  
25 or during a national emergency proclaimed by the President.



## 1 HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

2 SEC. 131. (a) No general appropriation bill shall be  
3 considered in either House unless, prior to the consideration  
4 of such bill, printed committee hearings and reports on such  
5 bill have been available for at least three calendar days for  
6 the Members of the House in which such bill is to be  
7 considered.

8 (b) The Committees on Appropriations of the two  
9 Houses are authorized and directed, acting jointly, to develop  
10 a standard appropriation classification schedule which will  
11 clearly define in concise and uniform accounts the subtotals  
12 of appropriations asked for by agencies in the executive  
13 branch of the Government. That part of the printed hear-  
14 ings containing each such agency's request for appropriations  
15 shall be preceded by such a schedule.

16 (c) No general appropriation bill or amendment thereto  
17 shall be received or considered in either House if it contains  
18 a provision reappropriating unexpended balances of appro-  
19 priations; except that this provision shall not apply to  
20 appropriations in continuation of appropriations for public  
21 works on which work has commenced.

22 (d) The Appropriations Committees of both Houses are  
23 authorized and directed to make a study of (1) existing per-  
24 manent appropriations with a view to limiting the number of  
25 permanent appropriations and to recommend to their respec-

1 tive Houses what permanent appropriations, if any, should  
2 be discontinued; and (2) the disposition of funds resulting  
3 from the sale of Government property or services by all  
4 departments and agencies in the executive branch of the  
5 Government with a view to recommending to their respective  
6 Houses a uniform system of control with respect to such  
7 funds.

8 RECORDS OF CONGRESS

9 SEC. 132. (a) The Secretary of the Senate and the  
10 Clerk of the House of Representatives are authorized and  
11 directed, acting jointly, to obtain at the close of each Congress  
12 all of the noncurrent records of the Congress and of each  
13 committee thereof and transfer them to the National Archives  
14 for preservation.

15 (b) The Clerk of the House of Representatives is au-  
16 thorized and directed to collect all of the noncurrent records  
17 of the House of Representatives from the First to the  
18 Seventy-sixth Congress, inclusive, and transfer such records  
19 to the National Archives for preservation.

20 PRESERVATION OF COMMITTEE HEARINGS

21 SEC. 133. The Librarian of the Library of Congress is  
22 authorized and directed to have bound at the end of each  
23 session of Congress the printed hearings of testimony taken  
24 by each committee of the Congress at the preceding session.



1                                   EFFECTIVE DATE

2       SEC. 134. This title shall take effect on the day on  
3 which the Eightieth Congress convenes; except that this  
4 section and sections 132 and 133 shall take effect on the  
5 date of enactment of this Act.

6                                   TITLE II—MISCELLANEOUS

7       PART 1—STATUTORY PROVISIONS RELATING TO

8                                   CONGRESSIONAL PERSONNEL

9                                   STENOGRAPHIC POOL

10       SEC. 201. The Secretary of the Senate and Clerk of the  
11 House of Representatives shall establish a stenographic pool  
12 in each of the Senate and House Office Buildings for the  
13 use of Members during peak periods when their existing  
14 clerical facilities are inadequate to their needs, and shall  
15 make its facilities available, within proper limits, to the  
16 Members of Congress, under such rules and regulations as  
17 they may prescribe.

18 INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL  
19                                   OFFICERS

20       SEC. 202. (a) Effective January 1, 1947, the annual  
21 basic compensation of the elected officers of the Senate and the  
22 House of Representatives (not including the Presiding Officers  
23 of the two Houses) shall be increased by 50 per centum; and  
24 the provisions of section 501 of the Federal Employees Pay  
25 Act of 1945, as amended by section 5 of the Federal Em-

1 ployees Pay Act of 1946, shall not be applicable to the com-  
2 pensation of said elected officers.

3 (b) There is hereby authorized to be appropriated  
4 annually for the "Office of the Vice President" the sum of  
5 \$23,130; and there is hereby authorized to be appropriated  
6 annually for the "Office of the Speaker" the sum of \$20,025.

7 ADMINISTRATIVE ASSISTANT TO MEMBERS

8 SEC. 203. Each Senator, Representative in Congress,  
9 Delegate from the Territories, and the Resident Commis-  
10 sioner from Puerto Rico is authorized to employ an ad-  
11 ministrative assistant whose duty it shall be to assist the  
12 member in carrying out his departmental business and other  
13 duties. Each such administrative assistant shall receive  
14 compensation at the rate of \$8,000 a year.

15 COMMITTEE STAFFS

16 SEC. 204. (a) Each standing committee of the Senate  
17 and the House of Representatives (other than the Appropri-  
18 ations Committees) is authorized to appoint by a majority  
19 vote of the committee four professional staff members in ad-  
20 dition to the clerical staffs on a permanent basis without  
21 regard to political affiliations and solely on the basis of fitness  
22 to perform the duties of the office. Each such committee  
23 is further authorized to discharge by a majority vote of the  
24 committee any such professional staff member as it may  
25 see fit. Professional staff members shall not engage in any



1 work other than committee business and no other duties  
2 may be assigned to them.

3 (b) The Committee on Appropriations of each House  
4 and each subcommittee thereof is authorized to appoint by  
5 a majority vote of the committee not more than four pro-  
6 fessional staff members in addition to the clerical staff on a  
7 permanent basis without regard to political affiliations and  
8 solely on the basis of fitness to perform the duties of the  
9 office. Such committee is further authorized to discharge  
10 by a majority vote of the committee any such professional  
11 staff member as it may see fit. Professional staff members  
12 shall not engage in any work other than committee business  
13 and no other duties may be assigned to them. Two members  
14 of the professional staff shall be assigned to the chairman of  
15 each Committee on Appropriations and each subcommittee  
16 thereof; and two members of the professional staff shall be  
17 assigned to the ranking minority member of each such com-  
18 mittee and subcommittee thereof. In addition to other duties,  
19 such professional staff members shall aid the chairmen and  
20 ranking minority members in making careful studies of budget  
21 requests with a view to eliminating unnecessary expenditures.

22 (c) The clerical staff of each such standing com-  
23 mittee shall consist of six clerks, two to be attached to the  
24 office of the chairman, two to the ranking minority member,  
25 and two to the professional staff; and the position of commit-

tee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$6,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section



1 shall be eligible for appointment to any office or position  
2 in the executive branch of the Government for a period  
3 of five years after he shall have ceased to be such a member.

4                   LEGISLATIVE REFERENCE SERVICE

5       SEC. 205. (a) The Librarian of Congress is authorized  
6 and directed to establish in the Library of Congress a  
7 separate department to be known as the Legislative Refer-  
8 ence Service. It shall be the duty of the Legislative  
9 Reference Service—

10               (1) upon request, to advise and assist any com-  
11 mittee of either House or any joint committee in the  
12 analysis, appraisal, and evaluation of legislative pro-  
13 posals pending before it, or of recommendations sub-  
14 mitted to Congress, by the President or any executive  
15 agency, and otherwise to assist in furnishing a basis  
16 for the proper determination of measures before the  
17 committee;

18               (2) upon request, or upon its own initiative in  
19 anticipation of requests, to gather, classify, analyze, and  
20 make available, in translations, indexes, digests, com-  
21 pilations and bulletins, and otherwise, data for or bearing  
22 upon legislation, and to render such data serviceable to  
23 Congress, and committees and Members thereof, without  
24 partisan bias in selection or presentation;

25               (3) to prepare summaries and digests of public

1       hearings before committees of the Congress, and of  
2       bills and resolutions of a public general nature intro-  
3       duced in either House;

4       (b) (1) A director and assistant director of the Legis-  
5       lative Reference Service and all other necessary per-  
6       sonnel, shall be appointed by the Librarian of Congress,  
7       without regard to the civil-service laws and without  
8       reference to political affiliations, solely on the ground  
9       of fitness to perform the duties of their office. The compen-  
10      sation of all employees shall be fixed in accordance with  
11      the provisions of the Classification Act of 1923, as amended:  
12      *Provided*, That the grade of senior specialists in each field  
13      enumerated in paragraph (2) of this subsection shall not be  
14      less than the highest grade in the executive branch of the  
15      Government to which research analysts and consultants  
16      without supervisory responsibility are currently assigned.  
17      All employees of the Legislative Reference Service shall  
18      be subject to the provisions of the civil-service retirement  
19      laws.

20      (2) The Librarian of Congress is further authorized to  
21      appoint in the Legislative Reference Service senior special-  
22      ists in the following broad fields: Agriculture; American  
23      government and public administration; American public law;  
24      conservation; education; engineering and public works; full  
25      employment; housing; industrial organization and corpora-



1 tion finance; international affairs; international trade and  
2 economic geography; labor; mineral economics; money and  
3 banking; price economics; social welfare; taxation and fiscal  
4 policy; transportation and communications; and veterans'  
5 affairs. Such specialists, together with such other members  
6 of the staff as may be necessary, shall be available for special  
7 work with the appropriate committees of Congress for any  
8 of the purposes set out in section 205 (a) (1).

9 (c) There is hereby authorized to be appropriated for  
10 the work of the Legislative Reference Service the following  
11 sums: (1) For the fiscal year ending June 30, 1947,  
12 \$550,000; (2) for the fiscal year ending June 30, 1948,  
13 \$650,000; (3) for the fiscal year ending June 30, 1949,  
14 \$750,000; and (4) for each fiscal year thereafter such sums  
15 as may be necessary to carry on the work of the Service.

16 OFFICE OF THE LEGISLATIVE COUNSEL

17 SEC. 206. There is hereby authorized to be appropriated  
18 for the work of the Office of the Legislative Counsel the  
19 following sums:

20 (1) For the fiscal year ending June 30, 1947,  
21 \$150,000;

22 (2) For the fiscal year ending June 30, 1948,  
23 \$200,000;

24 (3) For the fiscal year ending June 30, 1949,  
25 \$250,000;

1       (4) For the fiscal year ending June 30, 1950,  
2 \$250,000; and

3       (5) For each fiscal year thereafter such sums as may  
4 be necessary to carry on the work of the Office.

5                   REDUCTIONS IN APPROPRIATIONS

6       SEC. 207. (a) If on or before December 31 in any fiscal  
7 year and after the resolution specified in section 130 (b) of  
8 title I of this Act has been agreed to by both Houses, the  
9 President is of the opinion that the aggregate amount of ex-  
10 penditures for such fiscal year will exceed the receipts in an  
11 amount greater than the excess specified in such resolution,  
12 the President shall so proclaim; and on the date of such  
13 proclamation such appropriations as the President may  
14 specify (except permanent appropriations and appropriations  
15 for servicing the public debt, for veterans' pensions and bene-  
16 fits, and to trust funds) shall be reduced by such amounts  
17 (to be fixed by the President and included in such proclama-  
18 tion) as will reduce the aggregate amount of the funds appro-  
19 priated for such fiscal year in an amount equal to the differ-  
20 ence between the excess proclaimed by the President and  
21 the excess specified in such resolution.

22       (b) This section shall not be applicable in time of war  
23 or during a national emergency proclaimed by the President.



## 1                   STUDIES BY COMPTROLLER GENERAL

2           SEC. 208. The Comptroller General is authorized and  
3 directed to make a full and complete study of restrictions  
4 placed in general appropriation Acts limiting the expendi-  
5 ture of specified appropriations therein, with a view to de-  
6 termining the cost to the Government incident to complying  
7 with such restrictions, and to report to the Congress his  
8 estimate of the cost of complying with such restrictions and  
9 such other recommendations with respect thereto as he deems  
10 necessary or desirable.

11                   ADMINISTRATIVE MANAGEMENT ANALYSES BY  
12                   COMPTROLLER GENERAL

13           SEC. 209. The Comptroller General is authorized and  
14 directed to make an administrative management analysis  
15 of each agency in the executive branch of the Gov-  
16 ernment (including Government corporations), which, in  
17 the opinion of the Comptroller General, will enable Con-  
18 gress to determine whether public funds have been econom-  
19 ically and efficiently administered and expended. Reports  
20 on such analyses shall be submitted by the Comptroller  
21 General, from time to time, to the Committees on Expendi-  
22 tures in the Executive Departments, to the Appropriations  
23 Committees, to the legislative committees having jurisdic-  
24 tion over legislation relating to the operations of the respec-

1 tive agencies, and to each of the majority and minority policy  
2 committees, of the two Houses.

3       PART 2—STATUTORY PROVISIONS RELATING TO

4                       COMMITTEES OF CONGRESS

5                       IMPROVEMENT OF CONGRESSIONAL RECORD

6       SEC. 221. The Joint Committee on Printing is au-  
7 thorized and directed to provide for printing in the Daily  
8 Record the legislative program for the day, together with  
9 a list of congressional committee meetings and hearings, and  
10 the place of meeting and subject matter; and to cause a brief  
11 résumé of congressional activities for the previous day to be  
12 incorporated in the Record, together with an index of its con-  
13 tents. Such data shall be prepared under the supervision of  
14 the Secretary of the Senate and the Clerk of the House of  
15 Representatives, respectively.

16                       JOINT COMMITTEE ON PRINTING

17       SEC. 222. Section 1 of the Act entitled “An Act Pro-  
18 viding for the public printing and binding and the distri-  
19 bution of public documents”, approved January 12, 1895  
20 (28 Stat. 601), is amended to read as follows: “That there  
21 shall be a Joint Committee on Printing, consisting of the  
22 chairman and two members of the Committee on Rules and  
23 Administration of the Senate and the chairman and two  
24 members of the Committee on House Administration of the



1 House of Representatives, who shall have the powers here-  
2 inafter stated.”

3 JOINT COMMITTEE ON THE LIBRARY

4 SEC. 223. The Joint Committee of Congress on the  
5 Library shall hereafter consist of the chairman and four mem-  
6 bers of the Committee on Rules and Administration of the  
7 Senate and the chairman and four members of the Com-  
8 mittee on House Administration of the House of Repre-  
9 sentatives.

10 TRANSFER OF FUNCTIONS

11 SEC. 224. The functions, powers, and duties imposed  
12 by statute, resolution, or rule of either House of Congress  
13 on the date of enactment of this Act on a standing com-  
14 mittee of the Senate or the House of Representatives (or  
15 the chairman thereof) are hereby transferred to that stand-  
16 ing committee created by this Act (or the chairman thereof)  
17 to which is transferred the legislative jurisdiction over the  
18 subject matter to which such functions, powers, and duties  
19 relate; except that the respective chairmen of the Com-  
20 mittees on Civil Service of the two Houses created by this  
21 Act shall be members of the National Archives Council.

22 JOINT COMMITTEE ON THE ECONOMIC REPORT

23 SEC. 225. Section 5 (b) (3) (relating to the time  
24 for filing the report of the Joint Committee on the Economic  
25 Report) of the Employment Act of 1946 is amended by

1 striking out "May 1" and inserting in lieu thereof "March  
2 15".

3 PART 3—PROVISIONS RELATING TO CAPITOL AND POLICY

4 COMMITTEES

5 REMODELING OF CAUCUS ROOMS AND RESTAURANTS

6 SEC. 241. The Architect of the Capitol is authorized  
7 and directed to prepare plans and submit them to Congress  
8 at the earliest practicable date for the remodeling (a) of the  
9 caucus rooms in the Senate and House Office Buildings to  
10 provide improved acoustics and seating facilities and for  
11 the presentation of motion picture or other visual displays on  
12 matter of national interest; and (b) of the Senate and House  
13 Restaurants to provide for more convenient dining facilities.

14 ASSIGNMENT OF CAPITOL SPACE

15 SEC. 242. The President pro tempore of the Senate and  
16 the Speaker of the House of Representatives shall cause a sur-  
17 vey to be made of available space within the Capitol which  
18 could be utilized for joint committee meetings, meetings of  
19 conference committees, and other meetings, requiring the  
20 attendance of both Senators and Members of the House of  
21 Representatives; and shall recommend the reassignment of  
22 such space to accommodate such meetings.

23 SENATE AND HOUSE PAGES

24 SEC. 243. (a) The Secretary of the Senate and the  
25 Clerk of the House of Representatives, acting jointly, are



1 authorized and directed to enter into an arrangement with the  
2 Board of Education of the District of Columbia for the ed-  
3 ucation of Congressional pages and pages of the Supreme  
4 Court in the public school system of the District. Such ar-  
5 rangement shall include provision for reimbursement to the  
6 District of Columbia for any additional expenses incurred  
7 by the public school system of the District in carrying out  
8 such arrangement.

9 (b) There are hereby authorized to be appropriated  
10 such sums as may be necessary to reimburse the District of  
11 Columbia in accordance with the arrangement referred to in  
12 subsection (a).

13 (c) Notwithstanding the provisions of subsections (a)  
14 and (b) of this section, said page or pages may elect to  
15 attend a private or parochial school of their own choice:  
16 *Provided, however,* That such private or parochial school  
17 shall be reimbursed by the Senate and House of Repre-  
18 sentatives only in the same amount as would be paid if  
19 the page or pages were attending a public school under the  
20 provisions of paragraphs (a) and (b) of this section.

21 MAJORITY AND MINORITY POLICY COMMITTEES

22 SEC. 244. (a) It is the sense of the Senate and the  
23 House of Representatives that the majority party and the  
24 principal minority party in the respective Houses should  
25 each at the beginning of each Congress appoint a policy

1 committee, consisting of seven members, for the formulation  
2 of over-all legislative policy of the respective parties.

3 (b) There is hereby authorized to be appropriated  
4 annually for each policy committee the sum of \$30,000,  
5 for the maintenance of a staff to assist in study, analysis,  
6 and research on problems involved in policy determinations.  
7 The members of each such staff shall be appointed, and  
8 their compensation fixed, by the policy committee concerned;  
9 but no such compensation shall be fixed at a rate in excess  
10 of \$8,000 per annum.

11 JOINT LEGISLATIVE-EXECUTIVE COUNCIL

12 SEC. 245. In order to promote mutual understanding and  
13 harmony between the legislative and executive branches of the  
14 Government, the majority policy committees when estab-  
15 lished shall serve also on a formal council to meet at regular  
16 intervals with the Executive and with such members of his  
17 Cabinet as may be desirable, to consult and collaborate in  
18 the formulation and carrying out of national policy; and,  
19 from time to time, the minority policy committees shall be  
20 included in such joint conferences on broad questions of  
21 foreign and domestic policy.

22 EXPERIMENTATION WITH MEETING SCHEDULES

23 SEC. 246. It is the sense of the Senate and the House  
24 of Representatives that the leadership of the respective  
25 Houses experiment with schedules for meetings of the two



1 Houses so as to determine whether the business of the Con-  
2 gress will be more efficiently transacted by providing for  
3 alternate days for chamber sessions and committee meetings,  
4 or by providing for three full days for committee meetings  
5 and three full days for sessions in the chambers, or by pro-  
6 viding some other schedule, including night sessions.

7 EFFECTIVE DATE

8 SEC. 247. This title shall take effect on the date of its  
9 enactment; except that sections 204 (a), (b), (c), and (e),  
10 222, 223, 224, and 243 shall take effect on the day on  
11 which the Eightieth Congress convenes.

12 TITLE III—REGULATION OF LOBBYING ACT

13 SHORT TITLE

14 SEC. 301. This title may be cited as the “Federal Regu-  
15 lation of Lobbying Act”.

16 DEFINITIONS

17 SEC. 302. When used in this title—

18 (a) The term “contribution” includes a gift, subscription,  
19 loan, advance, or deposit of money or anything of value and  
20 includes a contract, promise, or agreement, whether or not  
21 legally enforceable, to make a contribution.

22 (b) The term “expenditure” includes a payment, dis-  
23 tribution, loan, advance, deposit, or gift of money or any-  
24 thing of value, and includes a contract, promise, or agree-

1 ment, whether or not legally enforceable, to make an  
2 expenditure.

3 (c) The term "person" includes an individual, partner-  
4 ship, committee, association, corporation, and any other  
5 organization or group of persons.

6 (d) The term "Clerk" means the Clerk of the House  
7 of Representatives of the United States.

8 (e) The term "legislation" means bills, resolutions,  
9 amendments, nominations, and other matters pending or  
10 proposed in either House of Congress, and includes any  
11 other matter which may be the subject of action by either  
12 House.

13 DETAILED ACCOUNTS OF CONTRIBUTIONS

14 SEC. 303. (a) It shall be the duty of every person  
15 who shall in any manner solicit or receive a contribution  
16 to any organization or fund for the purposes hereinafter  
17 designated to keep a detailed and exact account of—

18 (1) all contributions of any amount or of any value  
19 whatsoever;

20 (2) the name and address of every person making  
21 any such contribution of \$500 or more and the date  
22 thereof;

23 (3) all expenditures made by or on behalf of such  
24 organization or fund; and



1           (4) the name and address of every person to whom  
2           any such expenditure is made and the date thereof.

3           (b) It shall be the duty of such person to obtain and  
4           keep a receipted bill, stating the particulars, for every ex-  
5           penditure of such funds exceeding \$10 in amount, and to  
6           preserve all receipted bills and accounts required to be kept  
7           by this section for a period of at least two years from the  
8           date of the filing of the statement containing such items.

9                               RECEIPTS FOR CONTRIBUTIONS

10          SEC. 304. Every individual who receives a contribution  
11          of \$500 or more for any of the purposes hereinafter desig-  
12          nated shall within five days after receipt thereof render to  
13          the person or organization for which such contribution was  
14          received a detailed account thereof, including the name and  
15          address of the person making such contribution and the date  
16          on which received.

17                            STATEMENTS TO BE FILED WITH CLERK OF HOUSE

18          SEC. 305. (a) Every person receiving any contributions  
19          or expending any money for the purposes hereinafter desig-  
20          nated shall file with the Clerk between the first and tenth  
21          day of each calendar quarter, a statement containing complete  
22          as of the day next preceding the date of filing—

23                (1) the name and address of each person who has  
24                made a contribution of \$500 or more not mentioned  
25                in the preceding report; except that the first report filed

1 pursuant to this title shall contain the name and address  
2 of each person who has made any contribution of \$500  
3 or more to such person since the effective date of this  
4 title;

5 (2) the total sum of the contributions made to or  
6 for such person during the calendar year and not stated  
7 under paragraph (1) ;

8 (3) the total sum of all contributions made to or for  
9 such person during the calendar year;

10 (4) the name and address of each person to whom  
11 an expenditure in one or more items of the aggregate  
12 amount or value, within the calendar year, of \$10 or  
13 more has been made by or on behalf of such person,  
14 and the amount, date, and purpose of such expenditure;

15 (5) the total sum of all expenditures made by or  
16 on behalf of such person during the calendar year and  
17 not stated under paragraph (4) ;

18 (6) the total sum of expenditures made by or on  
19 behalf of such person during the calendar year;

20 (b) The statements required to be filed by subsection  
21 (a) shall be cumulative during the calendar year to which  
22 they relate, but where there has been no change in an item  
23 reported in a previous statement only the amount need be  
24 carried forward.



## 1           STATEMENT PRESERVED FOR TWO YEARS

2           SEC. 306. A statement required by this title to be filed  
3 with the Clerk—

4           (a) shall be deemed properly filed when deposited  
5 in an established post office within the prescribed time,  
6 duly stamped, registered, and directed to the Clerk of  
7 the House of Representatives of the United States,  
8 Washington, District of Columbia, but in the event it is  
9 not received, a duplicate of such statement shall be  
10 promptly filed upon notice by the Clerk of its nonreceipt;

11           (b) shall be preserved by the Clerk for a period  
12 of two years from the date of filing, shall constitute  
13 part of the public records of his office, and shall be open  
14 to public inspection.

## 15                       PERSONS TO WHOM APPLICABLE

16           SEC. 307. The provisions of this title shall apply to any  
17 person (except a political committee as defined in the  
18 Federal Corrupt Practices Act, and duly organized State or  
19 local committees of a political party), who by himself, or  
20 through any agent or employee or other persons in any  
21 manner whatsoever, directly or indirectly, solicits, collects,  
22 or receives money or any other thing of value to be used prin-  
23 cipally to aid, or the principal purpose of which person is  
24 to aid, in the accomplishment of any of the following  
25 purposes:

1 (a) The passage or defeat of any legislation by the  
2 Congress of the United States.

3 (b) To influence, directly or indirectly, the passage or  
4 defeat of any legislation by the Congress of the United  
5 States.

6 (c) To influence, directly or indirectly, the election or  
7 defeat of any candidate for any elective Federal office.

8 REGISTRATION WITH SECRETARY OF THE SENATE AND

9 CLERK OF THE HOUSE

10 SEC. 308. (a) Any person who shall engage himself for  
11 pay or for any consideration for the purpose of attempting to  
12 influence the passage or defeat of any legislation by the  
13 Congress of the United States shall, before doing anything  
14 in furtherance of such object, register with the Clerk of the  
15 House of Representatives and the Secretary of the Senate  
16 and shall give to those officers in writing and under oath,  
17 his name and business address, the name and address of the  
18 person by whom he is employed, and in whose interest he  
19 appears or works, the duration of such employment, how  
20 much he is paid and is to receive, by whom he is paid or  
21 is to be paid, how much he is to be paid for expenses, and  
22 what expenses are to be included. Each such person so  
23 registering shall, between the first and tenth day of each  
24 calendar quarter, so long as his activity continues, file with  
25 the Clerk and Secretary a detailed report under oath of all



1 money received and expended by him during the preceding  
2 calendar quarter in carrying on his work; to whom  
3 paid; for what purposes; and the names of any papers,  
4 periodicals, magazines, or other publications in which he  
5 has caused to be published any articles or editorials; and  
6 the proposed legislation he is employed to support or oppose.  
7 The provisions of this section shall not apply to any person  
8 who merely appears before a committee of the Congress  
9 of the United States in support of or opposition to  
10 legislation but who engages in no further or other activities  
11 in connection with the passage or defeat of such legislation;  
12 nor to any public official acting in his official capacity; nor  
13 in the case of any newspaper or other regularly published  
14 periodical (including any individual who owns, publishes,  
15 or is employed by any such newspaper or periodical) which  
16 in the ordinary course of business publishes news items, edi-  
17 torials, or other comments, or paid advertisements, which  
18 directly or indirectly urge the passage or defeat of legisla-  
19 tion, if such newspaper, periodical, or individual, engages in  
20 no further or other activities in connection with the passage  
21 or defeat of such legislation, other than to appear before a  
22 committee of the Congress of the United States in support  
23 of or in opposition to such legislation.

24 (b) All information required to be filed under the pro-  
25 visions of this section with the Clerk of the House of Repre-

1 representatives and the Secretary of the Senate shall be compiled  
2 by said Clerk and Secretary, acting jointly, as soon as prac-  
3 ticable after the close of the calendar quarter with respect  
4 to which such information is filed and shall be printed in the  
5 Congressional Record.

6 REPORTS AND STATEMENTS TO BE MADE UNDER OATH

7 SEC. 309. All reports and statements required under this  
8 title shall be made under oath, before an officer authorized  
9 by law to administer oaths.

10 PENALTIES

11 SEC. 310. (a) Any person who violates any of the  
12 provisions of this title, shall, upon conviction, be guilty of a  
13 misdemeanor, and shall be punished by a fine of not more  
14 than \$5,000 or imprisonment for not more than twelve  
15 months, or by both such fine and imprisonment.

16 (b) In addition to the penalties provided for in sub-  
17 section (a), any person convicted of the misdemeanor  
18 specified therein is prohibited, for a period of three years  
19 from the date of such conviction, from attempting to  
20 influence, directly or indirectly, the passage or defeat of  
21 any proposed legislation or from appearing before a com-  
22 mittee of the Congress in support of or opposition to pro-  
23 posed legislation; and any person who violates any  
24 provision of this subsection shall, upon conviction thereof,  
25 be guilty of a felony, and shall be punished by a fine of



1 not more than \$10,000, or imprisonment for not more than  
2 five years, or by both such fine and imprisonment.

3 EXEMPTION

4 SEC. 311. The provisions of this title shall not apply  
5 to practices or activities regulated by the Federal Corrupt  
6 Practices Act nor be construed as repealing any portion of  
7 said Federal Corrupt Practices Act.

8 TITLE IV—FEDERAL TORT CLAIMS ACT

9 PART 1—SHORT TITLE AND DEFINITIONS

10 SHORT TITLE

11 SEC. 401. This title may be cited as the “Federal Tort  
12 Claims Act”.

13 DEFINITIONS

14 SEC. 402. As used in this title, the term—

15 (a) “Federal agency” includes the executive depart-  
16 ments and independent establishments of the United States,  
17 and corporations whose primary function is to act as, and  
18 while acting as, instrumentalities or agencies of the United  
19 States, whether or not authorized to sue and be sued in their  
20 own names: *Provided*, That this shall not be construed to  
21 include any contractor with the United States.

22 (b) “Employee of the Government” includes officers  
23 or employees of any Federal agency, members of the military  
24 or naval forces of the United States, and persons acting on

1 behalf of a Federal agency in an official capacity, temporarily  
2 or permanently in the service of the United States, whether  
3 with or without compensation.

4 (c) "Acting within the scope of his office or employ-  
5 ment", in the case of a member of the military or naval forces  
6 of the United States, means acting in line of duty.

7 PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS  
8 AGAINST THE UNITED STATES

9 CLAIMS OF \$1,000 OR LESS

10 SEC. 403. (a) Subject to the limitations of this title,  
11 authority is hereby conferred upon the head of each Federal  
12 agency, or his designee for the purpose, acting on behalf  
13 of the United States, to consider, ascertain, adjust, determine,  
14 and settle any claim against the United States for money  
15 only, accruing on and after January 1, 1945, on account  
16 of damage to or loss of property or on account of  
17 personal injury or death, where the total amount of the  
18 claim does not exceed \$1,000, caused by the negligent or  
19 wrongful act or omission of any employee of the Govern-  
20 ment while acting within the scope of his office or employ-  
21 ment, under circumstances where the United States, if a  
22 private person, would be liable to the claimant for such  
23 damage, loss, injury, or death, in accordance with the law  
24 of the place where the act or omission occurred.



(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

6 (c) Any award made to any claimant pursuant to this  
7 section, and any award, compromise, or settlement of any  
8 claim cognizable under this title made by the Attorney  
9 General pursuant to section 413, shall be paid by the head  
10 of the Federal agency concerned out of appropriations that  
11 may be made therefor, which appropriations are hereby  
12 authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

## 19 REPORTS

20 SEC. 404. The head of each Federal agency shall annu-  
21 ally make a report to the Congress of all claims paid by  
22 such Federal agency under this part. Such report shall  
23 include the name of each claimant, a statement of the amount  
24 claimed and the amount awarded, and a brief description  
25 of the claim.

1 PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED  
2 STATES

3 JURISDICTION

4 SEC. 410. (a) Subject to the provisions of this title,  
5 the United States district court for the district wherein the  
6 plaintiff is resident or wherein the act or omission complained  
7 of occurred, including the United States district courts for the  
8 Territories and possessions of the United States, sitting with-  
9 out a jury, shall have exclusive jurisdiction to hear, deter-  
10 mine, and render judgment on any claim against the United  
11 States, for money only, accruing on and after January 1,  
12 1945, on account of damage to or loss of property or on  
13 account of personal injury or death caused by the negligent or  
14 wrongful act or omission of any employee of the Government  
15 while acting within the scope of his office or employment,  
16 under circumstances where the United States, if a private  
17 person, would be liable to the claimant for such damage, loss,  
18 injury, or death in accordance with the law of the place where  
19 the act or omission occurred. Subject to the provisions of  
20 this title, the United States shall be liable in respect of such  
21 claims to the same claimants, in the same manner, and to the  
22 same extent as a private individual under like circumstances,  
23 except that the United States shall not be liable for interest  
24 prior to judgment, or for punitive damages. Costs shall be  
25 allowed in all courts to the successful claimant to the same



1 extent as if the United States were a private litigant, except  
2 that such costs shall not include attorneys' fees.

3 (b) The judgment in such an action shall constitute a  
4 complete bar to any action by the claimant, by reason of the  
5 same subject matter, against the employee of the Government  
6 whose act or omission gave rise to the claim. No suit shall be  
7 instituted pursuant to this section upon a claim presented to  
8 any Federal agency pursuant to part 2 of this title unless such  
9 Federal agency has made final disposition of the claim: *Pro-*  
10 *vided*, That the claimant may, upon fifteen days' notice given  
11 in writing, withdraw the claim from consideration of the  
12 Federal agency and commence suit thereon pursuant to this  
13 section: *Provided further*, That as to any claim so disposed  
14 of or so withdrawn, no suit shall be instituted pursuant to this  
15 section for any sum in excess of the amount of the claim  
16 presented to the Federal agency, except where the increased  
17 amount of the claim is shown to be based upon newly discov-  
18 ered evidence not reasonably discoverable at the time of pres-  
19 entation of the claim to the Federal agency or upon evidence  
20 of intervening facts, relating to the amount of the claim.  
21 Disposition of any claim made pursuant to part 2 of this  
22 title shall not be competent evidence of liability or amount of  
23 damages in proceedings on such claim pursuant to this section.

#### 24 PROCEDURE

25 SEC. 411. In actions under this part, the forms of process,

1 writs, pleadings, and motions, and the practice and procedure,  
2 shall be in accordance with the rules promulgated by the  
3 Supreme Court pursuant to the Act of June 19, 1934  
4 (48 Stat. 1064) ; and the same provisions for counter-  
5 claim and set-off, for interest upon judgments, and for pay-  
6 ment of judgments, shall be applicable as in cases brought in  
7 the United States district courts under the Act of March 3,  
8 1887 (24 Stat. 505).

9 REVIEW

10 SEC. 412. (a) Final judgments in the district courts in  
11 cases under this part shall be subject to review by appeal—

12 (1) in the circuit courts of appeals in the same  
13 manner and to the same extent as other judgments of the  
14 district courts; or

15 (2) in the Court of Claims of the United States:  
16 *Provided*, That the notice of appeal filed in the district  
17 court under rule 73 of the Rules of Civil Procedure  
18 shall have affixed thereto the written consent on behalf  
19 of all the appellees that the appeal be taken to the Court  
20 of Claims of the United States. Such appeals to the  
21 Court of Claims of the United States shall be taken  
22 within three months after the entry of the judgment  
23 of the district court, and shall be governed by the rules  
24 relating to appeals from a district court to a circuit  
25 court of appeals adopted by the Supreme Court pur-





1 or within one year after the date of enactment of this Act,  
2 whichever is later, an action is begun pursuant to part  
3 3 of this title. In the event that a claim for a sum  
4 not exceeding \$1,000 is presented to a Federal agency as  
5 aforesaid, the time to institute a suit pursuant to part 3 of  
6 this title shall be extended for a period of six months from the  
7 date of mailing of notice to the claimant by such Federal  
8 agency as to the final disposition of the claim or from the  
9 date of withdrawal of the claim from such Federal agency  
10 pursuant to section 410 of this title, if it would otherwise  
11 expire before the end of such period.

#### 12 EXCEPTIONS

13 SEC. 421. The provisions of this title shall not apply to—

14 (a) Any claim based upon an act or omission of an  
15 employee of the Government, exercising due care, in the  
16 execution of a statute or regulation, whether or not such  
17 statute or regulation be valid, or based upon the exercise or  
18 performance or the failure to exercise or perform a discre-  
19 tionary function or duty on the part of a Federal agency or  
20 an employee of the Government, whether or not the discre-  
21 tion involved be abused.

22 (b) Any claim arising out of the loss, miscarriage, or  
23 negligent transmission of letters or postal matter.

24 (c) Any claim arising in respect of the assessment or  
25 collection of any tax or customs duty, or the detention of any



1 goods or merchandise by any officer of customs or excise or  
2 any other law-enforcement officer.

3 (d) Any claim for which a remedy is provided by the  
4 Act of March 9, 1920 (U. S. C., title 46, secs. 741-752,  
5 inclusive), or the Act of March 3, 1925 (U. S. C., title 46,  
6 secs. 781-790, inclusive), relating to claims or suits in ad-  
7 miralty against the United States.

8 (e) Any claim arising out of an act or omission of any  
9 employee of the Government in administering the provisions  
10 of the Trading with the Enemy Act, as amended.

11 (f) Any claim for damages caused by the imposition or  
12 establishment of a quarantine by the United States.

13 (g) Any claim arising from injury to vessels, or to the  
14 cargo, crew, or passengers of vessels, while passing through  
15 the locks of the Panama Canal or while in Canal Zone  
16 waters.

17 (h) Any claim arising out of assault, battery, false  
18 imprisonment, false arrest, malicious prosecution, abuse of  
19 process, libel, slander, misrepresentation, deceit, or interfer-  
20 ence with contract rights.

21 (i) Any claim for damages caused by the fiscal opera-  
22 tions of the Treasury or by the regulation of the monetary  
23 system.

24 (j) Any claim arising out of the activities of the mili-  
25 tary or naval forces, or the Coast Guard, during time of war.

1 (k) Any claim arising in a foreign country.

2 (l) Any claim arising from the activities of the Ten-  
3 nessee Valley Authority.

4 ATTORNEYS' FEES

5 SEC. 422. The court rendering a judgment for the plain-  
6 tiff pursuant to part 3 of this title, or the head of the  
7 Federal agency or his designee making an award pursuant  
8 to part 2 of this title, or the Attorney General making a  
9 disposition pursuant to section 413 of this title, as the case  
10 may be, may, as a part of the judgment, award, or settlement,  
11 determine and allow reasonable attorney's fees, which, if the  
12 recovery is \$500 or more, shall not exceed 10 per centum  
13 of the amount recovered under part 2, or 20 per centum of  
14 the amount recovered under part 3, to be paid out of but  
15 not in addition to the amount of judgment, award, or settle-  
16 ment recovered, to the attorneys representing the claimant.  
17 Any attorney who charges, demands, receives, or collects for  
18 services rendered in connection with such claim any amount  
19 in excess of that allowed under this section, if recovery be  
20 had, shall be guilty of a misdemeanor, and shall, upon con-  
21 viction thereof, be subject to a fine of not more than \$2,000  
22 or imprisonment for not more than one year, or both.

23 EXCLUSIVENESS OF REMEDY

24 SEC. 423. From and after the date of enactment of  
25 this Act, the authority of any Federal agency to sue and



1 be sued in its own name shall not be construed to authorize  
2 suits against such Federal agency on claims which are  
3 cognizable under part 3 of this title, and the remedies pro-  
4 vided by this title in such cases shall be exclusive.

5 CERTAIN STATUTES INAPPLICABLE

6 SEC. 424. (a) All provisions of law authorizing any  
7 Federal agency to consider, ascertain, adjust, or determine  
8 claims on account of damage to or loss of property, or on  
9 account of personal injury or death, caused by the negligent  
10 or wrongful act or omission of any employee of the Govern-  
11 ment while acting within the scope of his office or employ-  
12 ment, are hereby repealed in respect of claims cognizable  
13 under part 2 of this title and accruing on and after January  
14 1, 1945, including, but without limitation, the provisions  
15 granting such authorization now contained in the following  
16 laws:

17 Public Law Numbered 375, Sixty-seventh Congress,  
18 approved December 28, 1922 (42 Stat. 1066; U. S. C.,  
19 title 31, secs. 215-217).

20 Public Law Numbered 267, Sixty-sixth Congress, ap-  
21 proved June 5, 1920 (41 Stat. 1054; U. S. C., title 33,  
22 sec. 853).

23 Public Law Numbered 481, Seventy-fourth Congress,  
24 approved March 20, 1936 (49 Stat. 1184; U. S. C., title  
25 31, sec. 224b).

1 Public Law Numbered 112, as amended, Seventy-eighth  
2 Congress, approved July 3, 1943 (57 Stat. 372; U. S. C.,  
3 title 31, secs. 223b, 223c, and 223d).

4 Public Law Numbered 182, as amended, Sixty-fifth  
5 Congress, approved July 1, 1918 (40 Stat. 705; U. S. C.,  
6 title 34, sec. 600).

7 Section 4 of Public Law Numbered 18, Sixty-seventh  
8 Congress, approved June 16, 1921 (42 Stat. 63), as  
9 amended by Public Law Numbered 456, Seventy-third  
10 Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C.,  
11 title 31, sec. 224C.

12 (b) Nothing contained herein shall be deemed to repeal  
13 any provision of law authorizing any Federal agency to  
14 consider, ascertain, adjust, settle, determine, or pay any claim  
15 on account of damage to or loss of property or on account  
16 of personal injury or death, in cases in which such damage,  
17 loss, injury, or death was not caused by any negligent or  
18 wrongful act or omission of an employee of the Government  
19 while acting within the scope of his office or employment, or  
20 any other claim not cognizable under part 2 of this title.

## 21 TITLE V—GENERAL BRIDGE ACT

### 22 SHORT TITLE

23 SEC. 501. This title may be cited as the "General Bridge  
24 Act of 1946".



## CONSENT OF CONGRESS

2        SEC. 502. (a) The consent of Congress is hereby granted  
3        for the construction, maintenance, and operation of bridges  
4        and approaches thereto over the navigable waters of the  
5        United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Adminis-

1 tration and, if approved by the Public Roads Administration,  
2 approval by the highway departments shall not be required.

### 3 TOLLS

4 SEC. 503. If tolls shall be charged for the transit over  
5 any interstate bridge of engines, cars, streetcars, wagons.  
6 carriages, vehicles, animals, foot passengers, or other pas-  
7 sengers, such tolls shall be reasonable and just, and the  
8 Secretary of War may, at any time, and from time to time,  
9 prescribe the reasonable rates of toll for such transit over  
10 such bridge, and the rates so prescribed shall be the legal  
11 rates and shall be the rates demanded and received for such  
12 transit.

### 13 ACQUISITION BY PUBLIC AGENCIES

14 SEC. 504. After the completion of any interstate toll  
15 bridge constructed by an individual, firm, or corporation, as  
16 determined by the Secretary of War, either of the States  
17 in which the bridge is located, or any public agency or po-  
18 litical subdivision of either of such States, within or adjoin-  
19 ing which any part of such bridge is located, or any two  
20 or more of them jointly, may at any time acquire and take  
21 over all right, title, and interest in such bridge and its ap-  
22 proaches, and any interest in real property for public pur-  
23 poses by condemnation or expropriation. If at any time  
24 after the expiration of five years after the completion of such  
25 bridge the same is acquired by condemnation or expropria-



tion, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 per centum of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

#### STATEMENTS OF COST

SEC. 505. Within ninety days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within three years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of

1 the actual and reasonable costs of constructing, financing,  
2 and promoting such bridge. For the purpose of such investi-  
3 gation the said individual, firm, or corporation, its successors  
4 and assigns, shall make available all of its records in con-  
5 nection with the construction, financing, and promotion  
6 thereof. The findings of the Secretary of War as to the rea-  
7 sonable costs of the construction, financing, and promotion  
8 of the bridge shall be conclusive for the purposes mentioned  
9 in section 504 of this title, subject only to review in a court  
10 of equity for fraud or gross mistake.

#### 11 SINKING FUND

12 SEC. 506. If tolls are charged for the use of an interstate  
13 bridge constructed or taken over or acquired by a State or  
14 States or by any municipality or other political subdivision  
15 or public agency thereof, under the provisions of this title,  
16 the rates of toll shall be so adjusted as to provide a fund  
17 sufficient to pay for the reasonable cost of maintaining re-  
18 pairing, and operating the bridge and its approaches under  
19 economical management, and to provide a sinking fund suffi-  
20 cient to amortize the amount paid therefor, including reason-  
21 able interest and financing cost, as soon as possible under  
22 reasonable charges, but within a period of not to exceed  
23 twenty years from the date of constructing or acquiring the  
24 same. After a sinking fund sufficient for such amortization  
25 shall have been so provided, such bridge shall thereafter be



1 maintained and operated free of tolls. An accurate record of  
2 the amount paid for acquiring the bridge and its approaches,  
3 the actual expenditures for maintaining, repairing, and oper-  
4 ating the same, and of the daily tolls collected, shall be kept  
5 and shall be available for the information of all persons  
6 interested.

7                                   APPLICABILITY OF TITLE

8       SEC. 507. The provisions of this title shall apply only to  
9 bridges over navigable waters of the United States, the  
10 construction of which is hereafter approved under the pro-  
11 visions of this title.

12                                  INTERNATIONAL BRIDGES

13       SEC. 508. This title shall not be construed to authorize  
14 the construction of any bridge which will connect the United  
15 States, or any Territory or possession of the United States,  
16 with any foreign country.

17                                  EMINENT DOMAIN

18       SEC. 509. There are hereby conferred upon any indi-  
19 vidual, his heirs, legal representatives, or assigns, any firm  
20 or corporation, its successors or assigns, or any State, political  
21 subdivision, or municipality authorized in accordance with  
22 the provisions of this title to build a bridge between two or  
23 more States, all such rights and powers to enter upon lands  
24 and acquire, condemn, occupy, possess, and use real estate  
25 and other property in the respective States needed for the

1 location, construction, operation, and maintenance of such  
2 bridge and its approaches, as are possessed by railroad cor-  
3 porations for railroad purposes or by bridge corporations  
4 for bridge purposes in the State in which such real estate or  
5 other property is situated, upon making just compensation  
6 therefor to be ascertained and paid according to the laws  
7 of such State, and the proceedings therefor shall be the same  
8 as in the condemnation or expropriation of property for pub-  
9 lic purposes in such State.

## PENALTIES

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than one year, or by both such fine and imprisonment.

RIGHTS RESERVED

24 SEC. 511. The right to alter, amend, or repeal this title



1 is hereby expressly reserved as to any and all bridges which  
2 may be built under authority hereof.

3 TITLE VI—COMPENSATION AND RETIREMENT  
4 PAY OF MEMBERS OF CONGRESS

5 COMPENSATION OF MEMBERS OF CONGRESS

6 SEC. 601. (a) Effective on the day on which the  
7 Eightieth Congress convenes, the compensation of Senators,  
8 Representatives in Congress, Delegates from the Territories,  
9 and the Resident Commissioner from Puerto Rico shall be  
10 at the rate of \$15,000 per annum each; and the com-  
11 pensation of the Speaker of the House of Representatives  
12 and the Vice President of the United States shall be at the  
13 rate of \$20,000 per annum each.

14 (b) The sentence contained in the Legislative Branch  
15 Appropriation Act, 1946, which reads as follows: "There  
16 shall be paid to each Representative and Delegate, and to  
17 the Resident Commissioner from Puerto Rico, after January  
18 2, 1945, an expense allowance of \$2,500 per annum to assist  
19 in defraying expenses related to or resulting from the dis-  
20 charge of his official duties, to be paid in equal monthly in-  
21 stallments.", is hereby repealed, effective on the day on which  
22 the Eightieth Congress convenes.

23 RETIREMENT PAY OF MEMBERS OF CONGRESS

24 SEC. 602. (a) Section 3 (a) of the Civil Service  
25 Retirement Act of May 29, 1930, as amended, is amended

1 by inserting after the words "elective officers" the words "in  
2 the executive branch of the Government".

3 (b) Such Act, as amended, is further amended by  
4 adding after section 3 the following new section:

5 "SEC. 3A. Notwithstanding any other provision of this  
6 Act—

7 "(1) This Act shall not apply to any Member of Con-  
8 gress until he gives notice in writing, while serving as a  
9 Member of Congress, to the disbursing officer by whom his  
10 salary is paid of his desire to come within the purview of this  
11 Act. Such notice may be given by a Member of Congress  
12 within six months after the date of enactment of the Legisla-  
13 tive Reorganization Act of 1946 or within six months after  
14 any date on which he takes an oath of office as a Member  
15 of Congress.

16 "(2) In the case of any Member of Congress who  
17 gives notice of his desire to come within the purview of  
18 this Act, the amount required to be deposited for the  
19 purposes of section 9 with respect to services rendered after  
20 the date of enactment of the Legislative Reorganization  
21 Act of 1946, shall be a sum equal to 6 per centum of his  
22 basic salary, pay, or compensation for such services, together  
23 with interest computed at the rate of 4 per centum per  
24 annum compounded on December 31 of each year; and  
25 the amount to be deducted and withheld from the basic



1 salary, pay, or compensation of each such Member of  
2 Congress for the purposes of section 10 shall be a sum  
3 equal to 6 per centum of such basic salary, pay, or com-  
4 pensation.

5       “(3) No person shall be entitled to receive an annuity  
6 as provided in this section until he shall have become  
7 separated from the service after having had at least six  
8 years of service as a Member of Congress and have attained  
9 the age of sixty-two years, except that any such Member  
10 who shall have had at least five years of service as a  
11 Member of Congress, may, subject to the provisions of  
12 section 6 and of paragraph (4) of this section, be retired  
13 for disability, irrespective of age, and be paid an annuity  
14 computed in accordance with paragraph (5) of this section.

15       “(4) No Member of Congress shall be entitled to re-  
16 ceive an annuity under this Act unless there shall have  
17 been deducted and withheld from his basic salary, pay, or  
18 compensation for the last five years of his service as a Mem-  
19 ber of Congress, or there shall have been deposited under  
20 section 9 with respect to such last five years of service, the  
21 amounts specified in paragraph (2) of this section with  
22 respect to so much of such five years of service as was  
23 performed after the date of enactment of the Legislative

1 Reorganization Act of 1946 and the amounts specified in  
2 section 9 with respect to so much of such five years of  
3 service as was performed prior to such date.

4       “(5) Subject to the provisions of section 9 and of sub-  
5 sections (c) and (d) of section 4, the annuity of a Member  
6 of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of  
7 his average annual basic salary, pay, or compensation as a  
8 Member of Congress multiplied by his years of service as a  
9 Member of Congress, but no such annuity shall exceed an  
10 amount equal to three-fourths of the salary, pay, or compen-  
11 sation that he is receiving at the time he becomes sep-  
12 arated from the service.

13       “(6) In the case of a Member of Congress who becomes  
14 separated from the service before he completes an aggregate  
15 of six years of service as a Member of Congress, and who  
16 is not retired for disability, the total amount deducted from  
17 his basic salary, pay, or compensation as a Member of Con-  
18 gress, together with interest at 4 per centum compounded  
19 as of December 31 of each year shall be returned to such  
20 Member of Congress. No such Member of Congress shall  
21 thereafter become eligible to receive an annuity as pro-  
22 vided in this section unless the amounts so returned are  
23 redeposited with interest at 4 per centum compounded on



1 December 31 of each year, but interest shall not be required  
2 covering any period of separation from the service.

3 “(7) If any person takes office as a Member of Congress  
4 while receiving an annuity as provided in this section, the  
5 payment of such annuity shall be suspended during the period  
6 for which he holds such office; but, if he gives notice as  
7 provided in paragraph (2) of this section, his service as a  
8 Member of Congress during such period shall be credited  
9 in determining the amount of his subsequent annuity.

10 “(8) Nothing contained in this Act shall be construed  
11 to prevent any person eligible therefor from simultaneously  
12 receiving an annuity computed in accordance with this  
13 section and an annuity computed in accordance with section  
14 4, but in computing the annuity under section 4 in the case  
15 of any person who (A) has had at least six years’ service  
16 as a Member of Congress, and (B) has served as a Mem-  
17 ber of Congress at any time after the date of enactment of  
18 the Legislative Reorganization Act of 1946, service as a  
19 Member of Congress shall not be credited.

20 “(9) No provision of this or any other Act relating to  
21 automatic separation from the service shall be applicable to  
22 any Member of Congress.

23 “(10) As used in this section, the term ‘Member of  
24 Congress’ means a Senator, Representative in Congress,

- 1 Delegate from a Territory, or the Resident Commissioner
- 2 from Puerto Rico.”

Passed the Senate June 10 (legislative day, March 5),  
1946.

Attest:

LESLIE L. BIFFLE,  
*Secretary.*



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## AN ACT

To provide for increased efficiency in the legislative branch of the Government.

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JUNE 11, 1946

Ordered to be printed







6. TREASURY-POST OFFICE APPROPRIATION BILL. Both Houses agreed to a further conference report on this bill, H. R. 5452 (pp. 9571-2, 9621). This bill will now be sent to the President.
7. WOMEN'S RIGHTS. Rejected S. J. Res. 61, proposing an amendment to the Constitution providing for equal rights for men and women (vote was 38 for, 35 against, but 2/3 was required) (pp. 9527-35).
8. MINERALS. Senate conferees were appointed on S. 1236, to amend the Mineral Leasing Act in order to promote development of oil and gas on the public domain (p. 9549).
9. BANKING AND CURRENCY. Both Houses agreed to the conference report on H. R. 4590, to authorize the use by industry of Government silver (pp. 9550, 9604-5). This bill will now be sent to the President.
10. HAWAII. The Territories and Insular Affairs Committee reported without amendment H. R. 3361, to provide that U. S. use of lands in Hawaii for war purposes which may prevent the performance of any condition of sale, shall not cause forfeiture of the lands (S. Rept. 1762) (p. 9536).

HOUSE - July 19

11. LABOR-FEDERAL SECURITY APPROPRIATION BILL. Agreed to a further conference report on this bill, H. R. 6739, which modifies the NLRB item so as to prevent it from organizing or assisting in organizing of agricultural laborers as that term is defined in the Fair Labor Standards Act (pp. 9621-2).
12. UNESCO. Chairman Bloom of the Foreign Affairs Committee requested House concurrence in the Senate amendments to H. J. Res. 305, to provide for U. S. participation in the United Nations, Educational, Scientific, and Cultural Organization, but withdrew the request temporarily after discussion (p. 9622).
13. CONGRESSIONAL REORGANIZATION. Rep. Monroney, Okla., inserted and discussed the House report on the congressional-reorganization bill, S. 2177 (pp. 9623-35).
14. SUBSIDIES; TAXATION. Rep. Rogers, Mass., recommended reduction of taxes in the amount of discontinued subsidies, saying "the people should not pay twice" (p. 9636).
15. PRICE CONTROL. Rep. Bryson, S. C., spoke in favor of price-control continuation and expressed the hope that a satisfactory compromise will be worked out (pp. 9636-7).
16. CONTRACTS. The Judiciary Committee reported with amendments S. 1477, to authorize relief in certain cases where work, supplies, or services have been furnished for Government under contracts during the war (H. Rept. 2576) (p. 9638).
17. EDUCATION; LANDS. The Public Lands Committee reported with amendment H. R. 7038, to provide for sale of certain public lands in the States for the use and benefit of the State public educational institutions (H. Rept. 2580) (p. 9638).



18. PERSONNEL. Concurred in Senate amendment to H.R. 6432, to permit department and agency heads to designate disbursing officers to make payments of claims directly to Government employees and former employees for the difference between amounts of overtime, leave, and holiday compensation computed at day rates and overtime, leave, and holiday compensation computed at night rates pursuant to Comptroller General decisions (p. 9576). This bill will now be sent to the President.
19. WATER POLLUTION. Rep. Pittenger, Minn., urged immediate action on legislation to control and prevent water pollution (pp. 9576-7).
20. RESEARCH; ATOMIC ENERGY. Continued debate on S. 1717, for the control and development of atomic energy (pp. 9591-621).
21. CREDIT UNIONS. Concurred in Senate amendment to H.R. 6372, to amend the Federal Credit Union Act so as to permit recovery within two years of charges for greater amounts of interest than are allowed under the Act; to provide for issuance of shares in joint tenancy; to authorize payments from union funds of premiums for bonds required; and to limit individual loans to \$200 or 10% of the paid-in and unimpaired capital and surplus of the credit union, or not in excess of \$300 unless the amount over \$300 is adequately secured (p. 9605). This bill will now be sent to the President.

HOUSE - July 20

22. FOREIGN RELATIONS. Passed as reported H.R. 6967, the proposed Foreign Service Act of 1946, to improve, strengthen, and expand the Foreign Service and to consolidate and revise the laws relating to its administration; includes provisions for cooperation with other departments (pp. 9699-717). For provisions of bill see Digest 134).  
Conferees were appointed on H.J. Res. 305, to provide for U.S. participation in the United Nations Educational, Scientific, and Cultural Organization (p. 9724).  
Passed as reported H.R. 6646, to establish the Office of Under Secretary of State for Economic Affairs (pp. 9721-3).
23. INFORMATION; FOREIGN RELATIONS. Passed with amendments H.R. 4982, to enable the State Department more effectively to carry out its responsibilities in the foreign field by means of (a) public dissemination abroad of information about the U.S., and (b) promotion of the interchange of persons, knowledge, and skills between the U.S. and the peoples of other countries (pp. 9717-21).
24. BUILDINGS AND GROUNDS. Rep. Lanham, Tex., made and withdrew a request to suspend the rules and pass H.R. 6917, to provide site acquisition and design of Federal buildings and to give FWA additional powers over the construction and operation of public buildings (p. 9726). Rep. Lanham had previously asked unanimous consent for the consideration of the bill, but Rep. Buck, N.Y., objected (pp. 9724-6).
25. REORGANIZATION. Rep. Manasco asked unanimous consent for the consideration of H.J. Res. 382, providing for the taking effect of Reorganization Plan No. 1, except for the provision regarding the National Housing Agency; but withdrew his request when Rep. Taber, N.Y., stated that he would have to object (p. 9726).  
The Rules Committee reported a resolution for the consideration of S. 2177, the LaFollette congressional-reorganization bill (p. 9733).



# CONFEDERATED SALISH AND KOOTENAI TRIBES OF INDIANS

Mr. JACKSON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 6983) conferring jurisdiction upon the Court of Claims to hear, examine, adjudicate, and render judgment on any and all claims which the Confederated Salish and Kootenai Tribes of Indians of the Flathead Reservation in Montana, or any tribe or band thereof, may have against the United States, and for other purposes, with a Senate amendment and agree to the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment, as follows:

Page 2, line 3, strike out all after "States" down to and including "Indians" in line 19.

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, this is merely a corrective amendment, as I understand it.

Mr. JACKSON. That is correct. The bill passed the House on Tuesday unanimously. This merely strikes out a section that was included in the bill that was passed on that day.

Mr. MARTIN of Massachusetts. Mr. Speaker, my attention has been called to the fact that the Clerk in reading said "line 3" and he should have said "line 5."

Mr. JACKSON. I think the gentleman may be referring to the Senate bill. This is the House bill that is up for consideration.

Mr. MARTIN of Massachusetts. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Washington?

There was no objection.

The Senate amendment was agreed to.

A motion to reconsider was laid on the table.

## USE OF CERTAIN INDIAN FUNDS—PERMISSION TO FILE SUPPLEMENTAL REPORT

Mr. JACKSON. Mr. Speaker, I ask unanimous consent to file supplemental report on S. 1235, to authorize the use of the funds of any tribe of Indians for insurance premiums; and on S. 115, to modify sections 4 and 20 of the Permanent Appropriation Repeal Act, 1934, with reference to certain funds collected in connection with the operation of Indian Service irrigation projects, and for other purposes.

The SPEAKER. Is there objection to the request of the gentleman from Washington?

There was no objection.

## ADDITIONAL JUDGE FOR THE DISTRICT OF DELAWARE

Mr. BYRNE of New York. Mr. Speaker, on behalf of the chairman of the Committee on the Judiciary, I call up the conference report on the bill S. 1801, authorizing the appointment of an additional judge for the District of Delaware, and ask unanimous consent that the statement of the managers be read in lieu of the report.

The Clerk read the title of the bill.

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, will the gentleman explain what this bill is?

Mr. BYRNE of New York. This is a bill providing for the appointment of an additional judge in the State of Delaware.

Mr. MARTIN of Massachusetts. It is a request to agree to the conference report?

Mr. BYRNE of New York. Yes.

Mr. MARTIN of Massachusetts. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the statement of the managers on the part of the House.

(For conference report and statement see proceedings of the House of July 18, 1946.)

The conference report was agreed to, and a motion to reconsider was laid on the table.

## FEES OF UNITED STATES COMMISSIONERS

Mr. BYRNE of New York. Mr. Speaker, on behalf of the chairman of the Judiciary Committee, I call up the conference report on the bill (S. 346) to amend section 21 of the act of May 28, 1896 (29 Stat. 184, 28 U. S. C., sec. 597), prescribing fees of United States commissioners, and ask unanimous consent that the statement be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the statement of the managers on the part of the House.

(For conference report and statement, see proceedings of the House of July 18, 1946.)

The conference report was agreed to. A motion to reconsider was laid on the table.

## EXTENSION OF REMARKS

Mrs. DOUGLAS of California and Mr. BIEMILLER asked and were given permission to revise and extend the remarks they made in the Committee of the Whole today.

Mr. PATTERSON asked and was given permission to extend his own remarks in the Appendix of the RECORD.

Mr. KELLEY of Pennsylvania asked and was given permission to extend his remarks in the RECORD and include a statement by Col. G. H. Rarey on the need for reeducating the American public upon the subject of leprosy.

Mr. EBERHARTER asked and was given permission to extend his remarks in the RECORD and include an address by Judge Henry Ellenbogen.

Mr. WHITE asked and was given permission to revise and extend the remarks he made in the Committee of the Whole today.

Mr. MURDOCK. Mr. Speaker, I ask unanimous consent to extend my remarks in the discussion today at the conclusion of the reading of section 7 of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Arizona?

There was no objection.

Mr. MONRONEY asked and was given permission to extend his remarks in the RECORD.

## SPECIAL ORDER GRANTED

Mr. MADDEN. Mr. Speaker, I ask unanimous consent that on Tuesday after disposition of matters on the Speaker's desk and at the conclusion of any special orders heretofore entered, I may address the House for 30 minutes.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

There was no objection.

## PERMISSION TO ADDRESS THE HOUSE

Mr. MONRONEY. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

## CONGRESSIONAL REORGANIZATION

Mr. MONRONEY. Mr. Speaker, together with the gentleman from Illinois [Mr. DIRKSEN] I am having printed in the CONGRESSIONAL RECORD for tomorrow a committee print on the agreed changes in the bill having to do with the reorganization of the Congress. We have attempted to meet in advance many of the more strenuous objections to certain provisions of the Senate bill.

These objections, for the most part, have been compromised and adjusted, with a view to preserving as much as possible of the idea of an over-all reorganization of the machinery of Congress.

I feel we have a very satisfactory bill to present to the Members of the House; in fact, in my opinion, it accomplishes about 80 percent of the entire goal that was sought in the reorganization of the Congress.

Mr. TABER. Mr. Speaker, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from New York.

Mr. TABER. I notice that there are a lot of research artists set up in this bill but they are not given any authority. I am not much on research artists without any authority.

Mr. MONRONEY. I believe that the gentleman will find these research men will work under the very able direction of the chairmen and the ranking members of the reorganized House committees.

Mr. TABER. If they have no authority to get down into these departments, they will not do any good.

Mr. MONRONEY. I would like to assure the distinguished ranking member of the House Appropriations Committee, that we intend for these committee staff members to have all the authority needed to do their job. If further change, extending authority to the Appropriations Committee to assign these men to the tasks we want them to perform is needed, I am certain that the bill can be amended to permit it.



The committee print to which I refer follows:

A bill to provide for increased efficiency in the legislative branch of the Government  
*Be it enacted, etc.—*

#### SHORT TITLE

That (a) this act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

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- Committee on Appropriations.
- Committee on Armed Services.
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- Committee on the District of Columbia.
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- Committee on Expenditures in the Executive Departments.
- Committee on Foreign Affairs.
- Committee on House Administration.
- Committee on Interstate and Foreign Commerce.
- Committee on the Judiciary.
- Committee on Merchant Marine and Fisheries.
- Committee on Public Lands.
- Committee on Public Works.
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- Sec. 601. Compensation of Members of Congress.

Sec. 602. Retirement pay of Members of Congress.

##### Separability clause

(b) If any provision of this act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the act and of the application of such provision to other persons and circumstances shall not be affected thereby.

#### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

##### Rule-making power of the Senate and House

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

#### PART 1—STANDING RULES OF THE SENATE

##### Standing committees of the Senate

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

##### "RULE XXV

##### "Standing committees

"(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

"(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Agriculture generally.
- "2. Inspection of livestock and meat products.
- "3. Animal industry and diseases of animals.
- "4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- "5. Agricultural colleges and experiment stations.
- "6. Forestry in general, and forest reserves other than those created from the public domain.
- "7. Agricultural economics and research.
- "8. Agricultural and industrial chemistry.
- "9. Dairy industry.
- "10. Entomology and plant quarantine.
- "11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations, to consist of 21 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:



"1. Common defense generally.  
 "2. The War Department and the Military Establishment generally.  
 "3. The Navy Department and the Naval Establishment generally.  
 "4. Soldiers' and sailors' homes.  
 "5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.  
 "6. Selective service.  
 "7. Size and composition of the Army and Navy.  
 "8. Forts, arsenals, military reservations, and navy yards.  
 "9. Ammunition depots.  
 "10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.  
 "11. Conservation, development, and use of naval petroleum and oil-shale reserves.  
 "12. Strategic and critical materials necessary for the common defense.  
 "(d) Committee on Banking and Currency, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Banking and currency generally.  
 "2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.  
 "3. Deposit insurance.  
 "4. Public and private housing.  
 "5. Federal Reserve System.  
 "6. Gold and silver, including the coinage thereof.  
 "7. Issuance of notes and redemption thereof.  
 "8. Valuation and revaluation of the dollar.  
 "9. Control of prices of commodities, rents, or services.  
 "(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. The Federal civil service generally.  
 "2. The status of officers and employees of the United States including their compensation, classification, and retirement.  
 "3. The postal service generally, including the railway-mail service, and measures relating to ocean-mail and pneumatic-tube service; but excluding post roads.  
 "4. Postal-savings banks.  
 "5. Census and the collection of statistics generally.  
 "6. The National Archives.  
 "(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—  
 "2. Public health and safety, sanitation, and quarantine regulations.  
 "3. Regulation of sale of intoxicating liquors.  
 "4. Adulteration of food and drugs.  
 "5. Taxes and tax sales.  
 "6. Insurance, executors, administrators, wills, and divorce.  
 "7. Municipal and juvenile courts.  
 "8. Incorporation and organization of societies.  
 "9. Municipal code and amendments to the criminal and corporation laws.  
 "(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.  
 "(2) Such committee shall have the duty of—  
 "(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;  
 "(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;  
 "(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;  
 "(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.  
 "(h) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Revenue measures generally.  
 "2. The bonded debt of the United States.  
 "3. The deposit of public moneys.  
 "4. Customs, collection districts, and ports of entry and delivery.  
 "5. Reciprocal trade agreements.  
 "6. Transportation of dutiable goods.  
 "7. Revenue measures relating to the insular possessions.  
 "8. Tariffs and import quotas, and matters related thereto.  
 "9. National social security.  
 "10. Veterans' measures generally.  
 "11. Pensions of all the wars of the United States, general and special.  
 "12. Life insurance issued by the Government on account of service in the armed forces.  
 "13. Compensation of veterans.  
 "(i) Committee on Foreign Relations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Relations of the United States with foreign nations generally.  
 "2. Treaties.  
 "3. Establishment of boundary lines between the United States and foreign nations.  
 "4. Protection of American citizens abroad and expatriation.  
 "5. Neutrality.  
 "6. International conferences and congresses.  
 "7. The American National Red Cross.  
 "8. Intervention abroad and declarations of war.  
 "9. Measures relating to the diplomatic service.  
 "10. Acquisition of land and buildings for embassies and legations in foreign countries.  
 "11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.  
 "12. United Nations Organization and international financial and monetary organizations.  
 "13. Foreign loans.  
 "(j) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Interstate and foreign commerce generally.  
 "2. Regulation of interstate railroads, busses, trucks, and pipe lines.  
 "3. Communication by telephone, telegraph, radio, and television.  
 "4. Civil aeronautics.  
 "5. Merchant marine generally.  
 "6. Registering and licensing of vessels and small boats.

"7. Navigation and the laws relating thereto, including pilotage.  
 "8. Rules and international arrangements to prevent collisions at sea.  
 "9. Merchant marine officers and seamen.  
 "10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.  
 "11. Coast and Geodetic Survey.  
 "12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.  
 "13. The United States Coast Guard and Merchant Marine Academies.  
 "14. Weather Bureau.  
 "15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.  
 "16. Inland waterways.  
 "17. Fisheries and wildlife, including research, restoration, refuges, and conservation.  
 "18. Bureau of Standards including standardization of weights and measures and the metric system.  
 "(k) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Judicial proceedings, civil and criminal, generally.  
 "2. Constitutional amendments.  
 "3. Federal courts and judges.  
 "4. Local courts in the Territories and possessions.  
 "5. Revision and codification of the statutes of the United States.  
 "6. National penitentiaries.  
 "7. Protection of trade and commerce against unlawful restraints and monopolies.  
 "8. Holidays and celebrations.  
 "9. Bankruptcy, mutiny, espionage, and counterfeiting.  
 "10. State and Territorial boundary lines.  
 "11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.  
 "12. Civil liberties.  
 "13. Patents, copyrights, and trade-marks.  
 "14. Patent Office.  
 "15. Immigration and naturalization.  
 "16. Apportionment of Representatives.  
 "17. Measures relating to claims against the United States.  
 "18. Interstate compacts generally.  
 "(1) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:  
 "1. Measures relating to education, labor, or public welfare generally.  
 "2. Mediation and arbitration of labor disputes.  
 "3. Wages and hours of labor.  
 "4. Convict labor and the entry of goods made by convicts into interstate commerce.  
 "5. Regulation or prevention of importation of foreign laborers under contract.  
 "6. Child labor.  
 "7. Labor statistics.  
 "8. Labor standards.  
 "9. School-lunch program.  
 "10. Vocational rehabilitation.  
 "11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.  
 "12. United States Employees' Compensation Commission.  
 "13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University, Freedmen's Hospital, and St. Elizabeths Hospital.  
 "14. Public health and quarantine.  
 "15. Welfare of miners.



"16. Vocational rehabilitation and education of veterans

"17. Veterans' hospitals, medical care, and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(n) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

"(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(D) Matters relating to the election of the President, Vice President, or Member of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

"(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

"(F) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(1) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

"(2) Each standing committee shall continue and have the power to act until their successors are appointed.

"(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

"(4) Each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more."

#### Appropriations

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### "RULE XVI

#### "Amendments to appropriation bills

"1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or act, or resolution previously passed by the Senate during that session; or unless the same be moved by

direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

Name of Committee	Purpose of Appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service.	For the Post Office Department.
Committee on Armed Services.	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia.	For the District of Columbia.
Committee on Public Works.	For Rivers and Harbors.
Committee on Foreign Relations.	For the Diplomatic and Consular Service.

"(b) At least one member of each com-



mittee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

#### PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

##### *Standing committees of the House of Representatives*

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

#### "RULE X

##### *"Standing Committees*

"(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

"1. Committee on Agriculture, to consist of twenty-seven members.

"2. Committee on Appropriations, to consist of 43 members.

"3. Committee on Armed Services, to consist of 33 members.

"4. Committee on Banking and Currency, to consist of 27 members.

"5. Committee on Civil Service, to consist of 25 members.

"6. Committee on the District of Columbia, to consist of 25 members.

"7. Committee on Education and Labor, to consist of 25 members.

"8. Committee on Expenditures in the Executive Departments, to consist of 25 members.

"9. Committee on Foreign Affairs, to consist of 25 members.

"10. Committee on House Administration, to consist of 25 members.

"11. Committee on Interstate and Foreign Commerce, to consist of 27 members.

"12. Committee on the Judiciary, to consist of 25 members.

"13. Committee on Merchant Marine and Fisheries, to consist of 25 members.

"14. Committee on Public Lands, to consist of 25 Members.

"15. Committee on Public Works, to consist of 27 Members.

"16. Committee on Rules, to consist of 12 Members.

"17. Committee on Un-American Activities, to consist of nine Members.

"18. Committee on Veterans' Affairs, to consist of 27 Members.

"19. Committee on Ways and Means, to consist of 27 Members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more,

and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

#### "RULE XI

##### *"Powers and duties of committees*

"(1) All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively:

#### "(A) COMMITTEE ON AGRICULTURE

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

#### "(b) COMMITTEE ON APPROPRIATIONS

"1. Appropriation of the revenue for the support of the Government.

#### "(c) COMMITTEE ON ARMED SERVICES

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

#### "(d) COMMITTEE ON BANKING AND CURRENCY

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

#### "(e) COMMITTEE ON CIVIL SERVICE

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

#### "(f) COMMITTEE ON THE DISTRICT OF COLUMBIA

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

#### "(g) COMMITTEE ON EDUCATION AND LABOR

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.

"13. Welfare of minors.

#### "(h) (1) COMMITTEE ON EXPENDITURES IN THE EXECUTIVE DEPARTMENTS

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

#### "(i) COMMITTEE ON FOREIGN AFFAIRS

"1. Relations of the United States with foreign nations generally.

"2. Establishment of boundary lines between the United States and foreign nations.



"3. Protection of American citizens abroad and expatriation.

"4. Neutrality.

"5. International conferences and Congresses.

"6. The American National Red Cross.

"7. Intervention abroad and declarations of war.

"8. Measures relating to the diplomatic service.

"9. Acquisition of land and buildings for embassies and legations in foreign countries.

"10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"11. United Nations Organization and international financial and monetary organizations.

"12. Foreign loans.

#### "(J) (1) COMMITTEE ON HOUSE ADMINISTRATION

"(A) Employment of persons by the House including clerks for Members and committees, and reporters of debates.

"(B) Expenditure of the contingent fund of the House.

"(C) The auditing and settling of all accounts which may be charged to the contingent fund.

"(D) Measures relating to accounts of the House generally.

"(E) Appropriations from the contingent fund.

"(F) Measures relating to services to the House, including the House restaurant and administration of the House Office Buildings and of the House wing of the Capitol.

"(G) Measures relating to the travel of Members of the House.

"(H) Measures relating to the assignment of office space for Members and committees.

"(I) Measures relating to the disposition of useless executive papers.

"(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(L) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

"(2) Such committee shall also have the duty of—

"(A) examining all bills, amendments, and joint resolutions after passage by the House; and, in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

"(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

"(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

#### "(K) COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, buses, trucks, and pipe lines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Weather Bureau.

"6. Interstate oil compacts.

"7. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"8. Public health and quarantine.

"9. Inland waterways.

"10. Bureau of Standards, including standardization of weights and measures and the metric system.

#### "(L) COMMITTEE ON THE JUDICIARY

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"19. Presidential succession.

#### "(M) COMMITTEE ON THE MERCHANT MARINE AND FISHERIES

"1. Merchant marine generally.

"2. Registering and licensing of vessels and small boats.

"3. Navigation and the laws relating thereto, including pilotage.

"4. Rules and international arrangements to prevent collisions at sea.

"5. Merchant marine officers and seamen.

"6. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.

"7. The Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.

"8. United States Coast Guard and Merchant Marine Academies.

"9. Coast and Geodetic Survey.

"10. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.

"11. Fisheries and wildlife, including research, restoration, refuges, and conservation.

#### "(N) COMMITTEE ON PUBLIC LANDS

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resource of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

#### "(O) COMMITTEE ON PUBLIC WORKS

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal court houses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol Building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

#### "(P) COMMITTEE ON RULES

"1. The rules, joint rules, and order of business of the House.

"2. Recesses and final adjournments of Congress.

#### "(Q) (1) COMMITTEE ON UN-AMERICAN ACTIVITIES

"(A) Un-American activities.

"(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

"The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

"For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has



adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

**"(r) Committee on Veterans' Affairs.**

"1. Veterans' measures generally.

"2. Pensions of all the wars of the United States, general and special.

"3. Life insurance issued by the Government on account of service in the armed forces.

"4. Compensation, vocational rehabilitation, and education of veterans.

"5. Veterans' hospitals, medical care, and treatment of veterans.

"6. Soldiers' and sailors' civil relief.

"7. Readjustment of servicemen to civil life.

**"(s) Committee on Ways and Means.**

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. National social security.

"(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans' Affairs—on general pension bills.

"(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last 3 days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

"(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report within seven legislative days thereafter, any mem-

ber of the Rules Committee may call it up as a question of privilege, and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

"(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than 6 months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed 9 months.

"(e) A standing committee of the House shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the committee; (C) if the chairman of the committee, after 3 days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within even calendar days from the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

"(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees."

**Delegates and Resident Commissioner**

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

**"RULE XII**

**"Delegates and Resident Commissioner**

"1. The Delegates from Hawaii and Alaska, and the Resident Commissioner to the United States from Puerto Rico shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider."

**Reference of private claims bills**

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

**PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES**

**Private bills banned**

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for

personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate of the House of Representatives.

**Congressional Adjournment**

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

**Committee Procedure**

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

**Committee powers**

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession, and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every 6 months, and such information shall be published periodically in the Congressional Directory when



and as the same is issued and as Senate and House documents, respectively, every 3 months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

*Conference rules on amendments in nature of substitute*

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

*Legislative oversight by standing committees*

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

*Decisions on questions of committee jurisdiction*

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

*Legislative budget*

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by March 1.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$

*Hearings and reports by appropriations committees*

SEC. 139. (a) No general appropriation bill, other than deficiency appropriation bills, shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision reappropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

*Records of Congress*

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

*Preservation of committee hearings*

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

*Effective date*

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this act.

**TITLE II—MISCELLANEOUS**

**PART I—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL**

*Stenographic pool*

SEC. 201. The Secretary of the Senate and Clerk of the House of Representatives shall establish a stenographic pool in each of the Senate and House Office Buildings for the use of Members during peak periods when their existing clerical facilities are inadequate to their needs, and shall make its facilities available, within proper limits, to the Members of Congress, under such rules and regulations as they may prescribe.

*Increase in compensation for certain congressional officers*

SEC. 202. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 percent; and the provisions of section 4501 of the Federal Employees Pay act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

*Committee staffs*

SEC. 203. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to discharge by a majority vote of the committee any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) The Committee on Appropriations of each House and each subcommittee thereof is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staff on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of each committee on appropriations and each subcommittee thereof as the committee or subcommittee may deem advisable. Such committee or subcommittee is further authorized to terminate by a majority vote of the committee or subcommittee the services of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them. In addition to other duties, such professional staff members shall aid the chairmen and ranking minority members in making careful studies of budget requests with a view to eliminating unnecessary expenditures.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the



committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$6,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of 1 year after he shall have ceased to be such a member.

#### *Legislative Reference Service*

SEC. 204. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee.

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for or bearing upon legislation, and to render such data serviceable to Congress, and committees and members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money

and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 204 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### *Office of the Legislative Counsel*

SEC. 205. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

(1) For the fiscal year ending June 30, 1947, \$150,000;

(2) For the fiscal year ending June 30, 1948, \$200,000;

(3) For the fiscal year ending June 30, 1949, \$250,000;

(4) For the fiscal year ending June 30, 1950, \$250,000; and

(5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

#### *Studies by Comptroller General*

SEC. 206. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

#### *Expenditure analysis by Comptroller General*

SEC. 207. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### *Correction of military and naval records*

SEC. 208. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

#### **PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS**

##### *Improvement of Congressional Record*

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the daily RECORD the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to

be incorporated in the RECORD, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

#### *Joint Committee on Printing*

SEC. 222. Section 1 of the act entitled "An act providing for the public printing and binding and the distribution of public documents," approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

#### *Joint Committee on the Library*

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

#### *Transfer of functions*

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this act, thereby transferred to that standing committee created by this act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the respective chairmen of the Committees on Civil Service of the two Houses created by this act shall be members of the National Archives Council.

#### *Joint Committee on the Economic Report*

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1."

#### *Economic report of the President*

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the President) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session."

#### **PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES**

##### *Remodeling of caucus rooms and restaurants*

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion pictures or other visual displays on matters of national interest; and (b) of the Senate and House restaurants to provide for more convenient dining facilities.

##### *Assignment of Capitol space*

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives, and shall recommend the reassignment of such space to accommodate such meetings.



*Senate and House pages*

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of congressional pages and pages of the Supreme Court in the public-school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public-school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

*Effective date*

SEC. 244. This title shall take effect on the date of its enactment; except that sections 203 (a), (b), (c), (e), and (f), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

## TITLE III—REGULATION OF LOBBYING ACT

*Short title*

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act."

*Definitions*

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

*Detailed accounts of contributions*

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts re-

quired to be kept by this section for a period of at least 2 years from the date of the filing of the statement containing such items.

*Receipts for contributions*

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within 5 days after receipt thereof render to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

*Statements to be filed with Clerk of House*

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a), (b), or (c) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

*Statement preserved for 2 years*

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, D. C., but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

*Persons to whom applicable*

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

*Registration with Secretary of the Senate and Clerk of the House*

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the CONGRESSIONAL RECORD.

*Reports and statements to be made under oath*

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

*Penalties*

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than 12 months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of 3 years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legis-



lation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than 5 years, or by both such fine and imprisonment.

#### Exemption

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

### TITLE IV—FEDERAL TORT CLAIMS ACT

#### PART 1—SHORT TITLE AND DEFINITIONS

##### Short title

SEC. 401. This title may be cited as the "Federal Tort Claims Act".

##### Definitions

SEC. 402. As used in this title, the term—

(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.

(c) "Acting within the scope of his office or employment," in the case of a member of the military or naval forces of the United States, means acting in line of duty.

#### PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

##### Claims of \$1,000 or less

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider, ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to

the claim by reason of the same subject matter.

#### Reports

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

#### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

##### Jurisdiction

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein the act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States shall not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorney's fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon 15 days' notice given in writing, withdraw the claim from consideration of the Federal agency and commerce suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

##### Procedure

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the act of March 3, 1887 (24 Stat. 505).

#### Review

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within 3 months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall apply to cases under this part in the circuit court of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

#### Compromise

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the court in which such suit is pending.

#### PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

##### One-year statute of limitations

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, it is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of 6 months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

#### Exceptions

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or merchandise by any officer of customs or excise or any other law-enforcement officer.



(d) Any claim for which a remedy is provided by the act of March 9, 1920 (U. S. C., title 46, secs. 741-752, inclusive), or the act of March 3, 1925 (U. S. C., title 46, secs. 781-790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading With the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operations of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

#### *Attorneys' fees*

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable attorneys' fees, which, if the recovery is \$500 or more, shall not exceed 10 percent of the amount recovered under part 2, or 20 percent of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than 1 year, or both.

#### *Exclusiveness of remedy*

SEC. 423. From and after the date of enactment of this act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

#### *Certain statutes inapplicable*

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law No. 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).

Public Law No. 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law No. 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 31, sec. 224b).

Public Law No. 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31, secs. 223b, 223c, and 223d).

Public Law No. 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U. S. C., title 34, sec. 600).

Section 4 of Public Law No. 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law No. 456, Seventy-third Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting within the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

#### **TITLE V—GENERAL BRIDGE ACT**

##### *Short title*

SEC. 501. This title may be cited as the "General Bridge Act of 1946."

##### *Consent of Congress*

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

##### *Tolls*

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, streetcars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

##### *Acquisition by public agencies*

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined

by the Secretary of War, either of the States in which the bridge is located, or any public agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of 5 years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 percent of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

##### *Statements of cost*

SEC. 505. Within 90 days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within 3 years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title, subject only to review in a court of equity for fraud or gross mistake.

##### *Sinking fund*

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing costs, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.



*Applicability of title*

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401), and the provisions of the act entitled "An act to regulate the construction of bridges over navigable waters," approved March 23, 1906, shall not apply to such bridges.

*International bridges*

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

*Eminent domain*

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

*Penalties*

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than 1 year, or by both such fine and imprisonment.

*Rights reserved*

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

TITLE VI—COMPENSATION AND RETIREMENT  
PAY OF MEMBERS OF CONGRESS*Compensation of Members of Congress*

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$15,000 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby re-

pealed, effective on the day on which the Eightieth Congress convenes.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby repealed, effective on the day on which the Eightieth Congress convenes.

## RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government."

(b) Such act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this act—

"(1) This act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this act. Such notice may be given by a Member of Congress within 6 months after the date of enactment of the Legislative Reorganization Act of 1946 or within 8 months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 percent of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 percent per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 percent of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least 6 years of service as a Member of Congress and have attained the age of 62 years, except that any such Member who shall have had at least 5 years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last 5 years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last 5 years of service, the amounts specified in paragraph (2) of this section with respect to so much of such 5 years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such 5 years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be an amount equal to 2½ percent of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiv-

ing at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of 6 years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 percent compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 percent compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

"(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

"(8) Nothing contained in this act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least 6 years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

"(9) No provision of this or any other act relating to automatic separation from the service shall be applicable to any Member of Congress.

"(10) As used in this section, the term 'Member of Congress' means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term 'service as a Member of Congress' shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member."

## PERMISSION TO ADDRESS THE HOUSE

Mr. DIRKSEN. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

## CONGRESSIONAL REORGANIZATION

Mr. DIRKSEN. Mr. Speaker, let me concur in the observations made by the gentleman from Oklahoma [Mr. MONROE]. I think we bring you a fairly good bill. We have recognized the difficulties under which we work. We have had a good many conferences. What will be inserted in the RECORD is a committee print and represents a splendid first compromise in an attempt to improve the procedure of the Congress. I hope every Member will take the opportunity tomorrow or the next day to examine all the provisions of the bill. We hope it will be considered very early next week and that we may have favorable action by the House, since it has already been passed by the Senate.



# PERMISSION TO ADDRESS THE HOUSE

Mr. BRADLEY of Pennsylvania. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

## THE LATE JOSEPH M. PRATT

Mr. BRADLEY of Pennsylvania. Mr. Speaker, it is with deep regret that I have to announce to the House the sudden death of a former colleague of ours from the State of Pennsylvania, Joseph M. Pratt, who died this morning at the Statler Hotel as the result of a heart attack.

Mr. Pratt was a constituent of mine and was elected in a special election in January 1944 to fill the unexpired term of our colleague from the Second District at that time, Mr. McGranery. He served well and ably for the balance of that term.

Due to the Reapportionment Act he and I were placed in the same district and were opponents in the congressional election last year. Our campaign was characterized by complete friendliness and amity between us. There was nothing said or nothing occurred which in any way marred the sincere and intimate friendship which had existed and did exist between us up until the time of his death this morning.

I know that I express the sincere sympathy of the delegation from Philadelphia, and I am sure of the State of Pennsylvania, when I say to his family that we were profoundly shocked and grieved by his death. He was active for years in Republican politics. He was a ward leader in the Eighth District, my district. He was nominated this year by his party as the candidate for Senator in my senatorial district. He was a man of sterling worth and great character, who, as a public servant, rendered sincere and conscientious service to his community and who was always active in advancing the civil and business life of our community.

I sincerely pray that God will give him eternal rest and that in His divine mercy He will grant comfort and consolation to the members of his family.

Mr. Speaker, I yield to the gentleman from Pennsylvania [Mr. GRAHAM].

[Mr. GRAHAM addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. McCONNELL. Mr. Speaker, the announcement of the sudden death of our former colleague Joseph M. Pratt has affected me with particular force.

Mr. Pratt and I were elected to Congress on the same day at special elections to fill vacancies in Congress. We stood together in the well of the House as we were sworn into office February 8, 1944 during the second session of the Seventy-eighth Congress. We often referred to one another as congressional twins.

Former Congressman Pratt was born in Paterson, N. J., and moved to Philadelphia in 1892. He went to work at an early age, and by his own efforts rose from obscurity to success in business and political life.

His pleasing personality, good humor, and unbounded energy won him a host of loyal friends. He will be missed by all of us who knew him. I personally feel that I have lost a real friend, and I feel grateful that circumstances brought us together. Our association here in the House of Representatives will remain a very pleasant memory throughout the future years.

Mr. BRUMBAUGH. Mr. Speaker, the sudden death of Hon. Joseph M. Pratt, formerly a Representative in Congress from Pennsylvania, has grieved me deeply. Shortly after my election to Congress, Representative Pratt became a Member of the House of Representatives and since we were both freshmen we had many things in common.

I enjoyed the almost daily companionship of Joe Pratt as he was affectionately called by those of us who prided ourselves on being regarded as his close personal friends.

It became a frequent custom for both of us to have lunch together and the pleasure derived from such happy occasions is a pleasant memory.

Representative Pratt had the happy faculty of making and holding friends and during his service in Congress he demonstrated this fact by winning the admiration and respect of those of us who were privileged to know him intimately.

His sudden passing is a grim reminder that life is uncertain and that death stalks its prey without any regard to personality or position in life.

I feel a deep personal loss in the death of Joe Pratt whom I regarded as a cherished friend and an able, honest, and courageous colleague.

## PERMISSION TO ADDRESS THE HOUSE

Mrs. ROGERS of Massachusetts. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentlewoman from Massachusetts?

There was no objection.

## SUBSIDY RELIEF

Mrs. ROGERS of Massachusetts. Mr. Speaker, there is one thing that must be done before the House recesses, and that is to make sure that relief be given to the people in the sum of \$2,644,000,000 in taxes that are used for subsidies. Now that the subsidies are off, certainly the people should not pay twice.

## EXTENSION OF REMARKS

Mr. DIRKSEN asked and was given permission to extend his remarks in the Record and include tables.

Mr. McDONOUGH asked and was given permission to extend his remarks in the Record in two instances; in one to extend his remarks on the McMahon bill, and in the other on the British loan.

Mr. COLE of Missouri asked and was given permission to extend his remarks in the Record and include an editorial appearing in the Washington News today.

Mr. REED of New York asked and was given permission to revise and extend the remarks he made on the McMahon bill in Committee of the Whole today and include certain printed lists and quotations.

Mr. HOPE asked and was given permission to extend his remarks in the Record and include a statement on the feed situation.

Mr. DWORSHAK asked and was given permission to revise and extend the remarks he made in Committee of the Whole today and include a brief dispatch from the New York Times.

Mr. GWINN of New York asked and was given permission to revise and extend the remarks he made in Committee of the Whole today on the McMahon bill in connection with the Lanham amendment.

Mr. CLASON asked and was given permission to extend his remarks in the Record in two instances and to include in each editorials.

Mr. CASE of South Dakota asked and was given permission to extend his remarks in the Record and include a petition with reference to pending Indian legislation.

Mr. McCONNELL and Mr. BRUMBAUGH asked and were given permission to extend their remarks in the Record with regard to the late Joseph M. Pratt.

Mr. JUDD asked and was given permission to extend his remarks in the Record and include certain excerpts.

## SPECIAL ORDER GRANTED

Mr. CANFIELD. Mr. Speaker, I ask unanimous consent that tomorrow, at the conclusion of the legislative program of the day and following any special orders heretofore ordered, I may be permitted to address the House for 10 minutes.

The SPEAKER. Is there objection to the request of the gentleman from New Jersey?

There was no objection.

## PERMISSION TO ADDRESS THE HOUSE

Mr. BRYSON. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

## PRICE CONTROL

Mr. BRYSON. Mr. Speaker, in all the time of my service in the House of Representatives I doubt if we have ever been confronted with a legislative and economic decision as complex and difficult as the decision on price controls. All of us, of course, realized that the period of reconversion would be a critical one, but I do not believe even the wisest of us realized just how serious the situation would be. Price control has become a national issue of the first magnitude, and it behooves all Americans, whether they work on farms, in factories, in offices, or whether they sit with the law-making bodies, to consider seriously all the far-reaching implications of any legislation which is brought up for consideration.

It is generally conceded—even by critics of OPA—that some kind of inflation controls must be maintained in order to curb serious speculative boom prices. How to maintain these controls until the right time, on the right items,







## CONSIDERATION OF S. 2177

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JULY 20, 1946.—Referred to the House Calendar and ordered to be printed

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Mr. SMITH of Virginia, from the Committee on Rules, submitted the following -

### REPORT

[To accompany H. Res. 717]

The Committee on Rules, having had under consideration House Resolution 717, report the same to the House with the recommendation that the resolution do pass.







## House Calendar No. 461

79<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# H. RES. 717

[Report No. 2614]

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### IN THE HOUSE OF REPRESENTATIVES

JULY 20, 1946

Mr. SMITH of Virginia, from the Committee on Rules, reported the following resolution; which was referred to the House Calendar and ordered to be printed

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## RESOLUTION

1       *Resolved*, That upon the adoption of this resolution it  
2 shall be in order to move that the House resolve itself into  
3 the Committee of the Whole House on the State of the Union  
4 for the consideration of the bill (S. 2177) to provide for in-  
5 creased efficiency in the legislative branch of the Govern-  
6 ment, and all points of order against said bill are hereby  
7 waived. That after general debate, which shall be confined  
8 to the bill and continue not to exceed two hours, to be  
9 equally divided and controlled by the gentleman from Okla-  
10 homa, Mr. Monroney, and the gentleman from Michigan, Mr.  
11 Michener, the bill shall be read for amendment under the  
12 five-minute rule. It shall be in order to consider without



1 the intervention of any point of order as a substitute for the  
2 bill the provisions contained in the committee print of July  
3 20, 1946, and printed in the Congressional Record of July  
4 19, 1946, page 9624, and such substitute for the purpose of  
5 amendment shall be considered under the five-minute rule  
6 as an original bill. At the conclusion of such consideration,  
7 the Committee shall rise and report the bill to the House with  
8 such amendments as may have been adopted, and any Mem-  
9 ber may demand a separate vote in the House on any of the  
10 amendments adopted in the Committee of the Whole to the  
11 bill or committee substitute. The previous question shall  
12 be considered as ordered on the bill and amendments thereto  
13 to final passage without intervening motion except one motion  
14 to recommit.





79<sup>TH</sup> CONGRESS  
2<sup>D</sup> SESSION

# H. RES. 717

[Report No. 2614]

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## RESOLUTION

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Providing for the consideration of S. 2177, an  
Act to provide for increased efficiency in the  
legislative branch of the Government.

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By Mr. SMITH of Virginia

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JULY 20, 1946

Referred to the House Calendar and ordered to be  
printed







# DIGEST OF CONGRESSIONAL PROCEEDINGS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued July 26, 1946  
For actions of July 25, 1946  
79th-2nd, No. 147

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**HIGHLIGHTS:** President approved bills to: Extend and amend price-control laws (July 25); establish Swan Island animal-quarantine station; prohibit 1947 cotton and peanut quotas; authorize flood-control projects (July 24). House passed congressional-reorganization bill. House received President's message announcing approval of price-control measure and saying he will recall Congress if it doesn't work. House committee reported O'Mahoney wool bill, RFC continuation, bill to regulate garbage importation, and resolution to continue Smith executive-authority investigation. House received conference reports on bills to clarify rights of former owners of surplus lands, to amend Mineral leasing Act, and on atomic energy. Senate debated railroad-retirement bill and discussed Barkley amendment to exclude certain loading, warehousing, etc. employees. It is understood Senate committee has ordered Flannagan-Hope research-marketing bill reported.

## HOUSE

1. **CONGRESSIONAL REORGANIZATION.** Passed, 229-61, with amendments the congressional-reorganization bill, S. 2177 (pp. 10039-154). The bill as passed is essentially the same as the committee print submitted by the House Special Committee on the Reorganization of Congress (for major amendments proposed in the committee print see Digest 144).

Agreed to the following amendments:

By Rep. Jensen, Iowa, to include deficiency appropriation bills among those which cannot be considered by the House unless printed hearings and reports have been available for at least three calendar days, by a 86-79 vote (pp. 10130-1).

By Rep. Cannon, Mo., to provide for the staffing of the Appropriations Committees of both Houses in accordance with needs as determined by the Committees, and to make permanent the provision for the investigative system of the House Appropriations Committee (p. 10135).

Rejected the following amendments:

By Rep. Case, S. Dak., to require a two-thirds vote in each house to pass a bill appropriating funds in excess of the Budget after a concurrent resolution has passed adopting the budget and fixing the maximum amount to be appropriated for expenditure in the fiscal year (p. 10128-30).

By Rep. Taber, N.Y., to strike out Sec. 138, which would provide that the revenue and appropriations committees shall make an over-all estimate of receipts and expenditures, including a reserve for deficiencies, and shall report a concurrent resolution (1) to provide for reduction of the public debt if receipts are estimated to exceed expenditures or (2) to express it as the sense of



Congress that the public debt be increased by the amount that estimated expenditures may exceed estimated receipts, by a 27-101 vote (pp. 10125-30).

By Rep. Case, S.Dak., to prohibit the consideration of appropriation bills until a resolution described in the amendment proposed by Rep. Taber above has been adopted (p. 10130).

By Rep. Jones, Ohio, to prohibit any amendment in either House to an appropriation bill proposing an increase in such a bill which would result in an increase in the over-all amount which may be appropriated for any executive department or agency, and to prohibit the consideration of any appropriation in any appropriation bill which exceeds the Budget Bureau's estimates by a certain percentage ratio (p. 10130).

By Rep. Horter, Mass., to permit members of Congress to appear before committees at a certain period each month and explain bills they have introduced (p. 10154). This amendment had been agreed to in the Committee of the Whole earlier in the day (p. 10122).

By Rep. Rizley, Okla., to strike out the provision for retirement benefits for Members of Congress (pp. 10150-4).

2. **WOOL MARKETING.** The Agriculture Committee reported with amendment H.R. 6043, to amend the Agricultural Marketing Agreement Act so as to include wool as a commodity to which orders under such act are applicable and to authorize the Secretary of Agriculture to fix wool standards and conduct wool research, and to authorize the CCC to provide price support for wool (H. Rept. 2666) (p. 10168).
3. **WATER POLLUTION; HEALTH.** The Agriculture Committee reported without amendment H.R. 7101, to prohibit, for the purpose of protecting American agriculture, horticulture, livestock, and the public health, the throwing or depositing of garbage from any vessel, railway car, aircraft, or other vehicle into any territorial U.S. waters or onto any land within the U.S.; to require this Department to license (with authority to revoke the authorization) garbage collectors to collect garbage from vessels, railway cars, etc., and to so proclaim if any type or kind of fruit, vegetable, or animal product, purchased as ships' provisions at Canadian ports, is likely to be a source of contagious diseases; to designate employees of this Department, and any customs, immigration, or public health officer as authorized representatives of the U.S. for the enforcement of the prohibitions; and to authorize the Secretary to prescribe rules and regulations, for administrative purposes only, in carrying out the provisions of the bill (H.Rept. 2665) (p. 10168).
4. **R.F.C.** The Banking and Currency Committee reported with amendments S.J.Res.156, to extend the succession, lending powers, and the functions of the RFC (H.Rept. 2667) (p. 10168).
5. **RESEARCH; ATOMIC ENERGY.** Received the conference report on S. 1717, for the control and development of atomic energy (pp. 10154-8).  
Received from the President a supplemental appropriation estimate of \$750,000 for the Atomic Energy Commission (H.Doc. 722). To Appropriations Committee. (p. 10167.)  
Rep. Durham, N.C., was appointed a conferee on S. 1717, the atomic-energy bill, in the place of Rep. Brooks, La. (p. 10071).
6. **MINERALS.** Received the conference report on S. 1236, to promote the development of oil and gas on the public domain (pp. 10159-60).
7. **SURPLUS PROPERTY.** Received the conference report on H.R. 6702, to clarify the rights of former owners of real property to reacquire such property under the Surplus Property Act (p. 10158).



*Be it enacted, etc.,* That in the administration of any laws conferring rights, privileges, and benefits upon honorably discharged soldiers Chet Walker, who was a member of Company A, Eighth Regiment United States Infantry, shall hereafter be held and considered to have been honorably discharged from the military service of the United States as a member of that organization on the 9th day of December 1941: *Provided*, That no bounty, back pay, pension, or allowance shall be held to have accrued prior to the passage of this act.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

GEORGE N. COX, JR.

The Clerk called the bill (H. R. 2622) for the relief of George N. Cox, Jr.

Mr. MCGREGOR. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Ohio? There was no objection.

#### AGRICULTURAL INSURANCE CO., AND OTHERS

The Clerk called the bill (H. R. 6683) for the relief of Agricultural Insurance Co., and others.

Mr. SPRINGER. Mr. Speaker, we have had no copy of this bill or the report on it. I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

There was no objection.

#### PETROL CORP.

The Clerk called the bill (H. R. 6112) for the relief of Petrol Corp.

Mr. MCGREGOR. Mr. Speaker, I ask unanimous consent that the bill be passed over without prejudice.

The SPEAKER. Is there objection to the request of the gentleman from Ohio? There was no objection.

#### CALL OF THE HOUSE

Mr. MARTIN of Massachusetts. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. MCCORMACK. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 237]

Adams	Chenoweth	Earthman
Almond	Clason	Engel, Mich.
Anderson, Calif.	Clements	Ervin
Andrews, N. Y.	Cochran	Fallon
Baldwin, Md.	Coffee	Fellows
Barden	Cole, Kans.	Fernandez
Barrett, Pa.	Combs	Gary
Barrett, Wyo.	Cooper	Gathings
Barry	Courtney	Geelan
Bates, Ky.	Cox	Gibson
Bates, Mass.	Cravens	Gillespie
Beckworth	Crawford	Gossett
Bell	Curley	Granger
Bennet, N. Y.	Daughton, Va.	Hall
Boren	Davis	Edwin Arthur
Boykin	Dawson	Halleck
Bradley, Mich.	Delaney	Hare
Brooks	John J.	Harless, Ariz.
Buckley	D'Ewart	Hart
Buffett	Dingell	Hébert
Bunker	Domeneaux	Hendricks
Camp	Dondero	Hill
Cannon, Fla.	Durham	Hollfield

Holmes, Mass.	Mansfield, Tex.	Short
Hook	Marcantonio	Slaughter
Hoxan	May	Somers, N. Y.
Izac	Merrow	Sparkman
Johnson, Okla.	Miller, Calif.	Starkey
Johnson, Tex.	Morrison	Stewart
Kefauver	Norton	Stigler
Kelly, Ill.	O'Konski	Stockman
Kerr	O'Toole	Sumner, Ill.
Kilburn	Patrick	Thomas, N. J.
Kilday	Patterson	Tolan
Kirwan	Peterson, Fla.	Torrens
LaFollette	Peterson, Ga.	Traynor
Landis	Pfeiffer	Vinson
LeCompte	Ploeser	Voorhis, Calif.
Luce	Powell	Wasielewski
Ludlow	Priest	Welch
McGehee	Reece, Tenn.	West
McKenzie	Rizley	White
McMillan, S. C.	Robinson, Utah	Wickersham
Mahon	Robson, Ky.	Winter
Maloney	Rockwell	Wolfenden, Pa.
Mankin	Roe, N. Y.	Wood
Mansfield, Mont.	Russell	
	Sheridan	

The SPEAKER. On this roll call 288 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

#### LEGISLATIVE REORGANIZATION ACT OF 1946

Mr. SMITH of Virginia. Mr. Speaker, I call up House Resolution 717 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, and all points of order against said bill are hereby waived. That after general debate, which shall be confined to the bill and continue not to exceed two hours, to be equally divided and controlled by the gentleman from Oklahoma, Mr. MONRONEY, and the gentleman from Michigan, Mr. MICHENER, the bill shall be read for amendment under the five-minute rule. It shall be in order to consider without the intervention of any point of order as a substitute for the bill the provisions contained in the committee print of July 20, 1946, and printed in the CONGRESSIONAL RECORD of July 19, 1946, page 9624, and such substitute for the purpose of amendment shall be considered under the five-minute rule as an original bill. At the conclusion of such consideration, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and any Member may demand a separate vote in the House on any of the amendments adopted in the Committee of the Whole to the bill or committee substitute. The previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to commit.

Mr. SMITH of Virginia. Mr. Speaker, this rule makes in order S. 2177, commonly known as the congressional reorganization bill. The time for general debate is 2 hours. Under the rule the time is to be equally divided between the majority and minority members of the select committee who, for over a year, have been working so arduously on this subject. It waives points of order.

We had to have a rather unusual rule on this matter. It makes in order as a substitute for the Senate bill the bill which has been devised by the House members of the select committee. There is also a provision in this resolu-

tion that the substitute bill may be treated as an original bill in order that after it is substituted it will be in order in the House to obtain a separate vote on any amendment which may be adopted in the Committee of the Whole.

The rules waives all points of order, due to the fact that the bill deals with a number of subjects, and so might be considered subject to a point of order unless that were done.

I may say to the House that I do not expect to consume much time on this side and I understand that it is not desired on the other side to consume very much time under the rule, in order that we may get down to general debate and try to dispose of this bill today. I do want to say while I have the floor, however, that I am supporting the rule and I am supporting the bill. I think this is a bill of tremendous importance to the Members and to the country at large. We have been operating here under machinery that has long since outgrown its usefulness and is outmoded. While all the provisions of this bill will not suit anybody, if you take the bill as a whole the good in it so much outweighs the bad, and the improvement of the machinery of Congress is so very important, that the bill ought to be passed.

Mr. ALLEN of Illinois. Mr. Speaker, I yield 8 minutes to the gentleman from Ohio [Mr. BROWN].

(Mr. BROWN of Ohio asked and was given permission to revise and extend his remarks.)

Mr. BROWN of Ohio. Mr. Speaker, as has been explained to you by the gentleman from Virginia, this resolution, House Resolution 717, makes in order this special bill, to provide for increased efficiency in the legislative branch of the Government. The measure contains a number of amendments to the original bill which have been worked out by the committee to especially apply to the House of Representatives. The committee has eliminated, for instance, the provision that each House Member shall be furnished an \$8,000 executive assistant, but has left the same provision in the Senate portion of the bill.

This bill which comes before us is a very much needed piece of legislation if we are to make the legislative branch of the Government more efficient and more effective.

At the proper time, as I stated in the Committee on Rules, I expect to offer an amendment to section 601 which you will find on page 93 of the bill. My amendment will provide for a reduction of the congressional rate of pay from \$15,000 to \$12,000 per year, and will contain an additional paragraph which will provide for the payment of an expense allowance of \$3,000 per annum to assist each legislator in defraying expenses relating to or resulting from the discharge of his official duties, for which no tax liability shall incur or accounting be made, and that such sum is to be paid in equal monthly installments. This amendment is a very simple one. Yet I think it is one that should prevail in connection with this important legislation. The amendment fixes the annual salary \$12,000 instead of \$15,000, and makes absolutely legal, without question,



the authority needed for the payment of \$3,000 a year to each Member to assist in the defraying of his expenses in connection with his official duties. We debated and argued on this floor, some time ago, the whole problem or question of whether a Member of Congress should be the only public official anywhere in America who is required to pay his own official expenses out of his salary. The Congress, by its action some time ago on an appropriation bill, did come to the proper conclusion that, after all, a Member of Congress is just as much entitled to be reimbursed for his expenditures in connection with his official work as any public official, or as any individual engaged in private business or professional activities. I do not want to see this bill enacted as it is presented because the American people will believe we have raised our salaries by 50 percent. Actually, we would not be doing so, for under this original bill we would be required to take care of our expenses out of the \$15,000 salary. In any event I doubt we can justify such a salary increase. Instead, I think we can justify an increase of 20 percent. I think we are entitled to that, and probably more. We can justify the 20 percent increase because it is in line with the present wage policy of the administration, a similar pay increase has been granted in industry everywhere. We have also allowed the same sort of an increase for Federal employees. Certainly we can justify, without question, that we are entitled to reimbursement for the money which we pay out of our own pockets for expenses incurred in connection with our official work.

Mr. JENNINGS. Mr. Speaker, will the gentleman yield?

Mr. BROWN of Ohio. I yield.

Mr. JENNINGS. We all will recall that when the \$2,500 expense item was enacted into law some Members were apprehensive about public reaction. There has been no public reaction about it except a favorable reaction.

Mr. BROWN of Ohio. May I say to the gentleman, of course, my amendment eliminates that \$2,500 expense payment and substitutes a \$3,000 payment, or \$250 a month, to take care of our official expenses. If you pass the bill with a \$15,000 salary provision and no expense allowance, in actuality you will be receiving no more money than you are now. But the people will believe, that is, the average citizen will believe, you are getting a huge increase in salary, and that you are also receiving your expenses. They know it is the usual thing for all workers, including public officials, to be reimbursed for official expenses, and would rightfully presume Members of Congress were being reimbursed for their expenses.

Mr. MASON. Mr. Speaker will the gentleman yield?

Mr. BROWN of Ohio. I yield.

Mr. MASON. In fact, if you have a little outside income in addition to your salary, you would be getting less than you are getting now.

Mr. BROWN of Ohio. Yes. If you figure out the amounts one would have to pay under our tax laws, you will find that is true.

This amendment I suggest will eliminate all question as to the legality of such an expense account. I believe the American people generally appreciate that any person employed in any business or public position is entitled to receive his expenses before there is any talk about what salary he shall be paid. That is just common sense. However, if this bill becomes law as introduced I know my constituents will think I am increasing my own salary by 50 percent, while increasing the pay of others only 20 percent, when, in fact, we will not actually be increasing our salary at all. However, we will receive all the blame for doing so, just the same.

Mr. HARRIS. Mr. Speaker, will the gentleman yield?

Mr. BROWN of Ohio. I yield.

Mr. HARRIS. The gentleman plans to offer an amendment to increase the expense allowance by \$500, making it a total of \$3,000?

Mr. BROWN of Ohio. Yes.

Mr. HARRIS. Does that in any way affect the mileage allowance?

Mr. BROWN of Ohio. No. The mileage allowance does not mean anything to most Members anyway. The fact is the mileage allowance does not cover one-tenth of the expense most of us have in connection with our travel.

Mr. HARNESS of Indiana. Mr. Speaker, will the gentleman yield?

Mr. BROWN of Ohio. I yield.

Mr. HARNESS of Indiana. Does your amendment have anything to do with fixing the situs of residence of Member of Congress?

Mr. BROWN of Ohio. No. Nothing at all.

Mr. HARNESS of Indiana. Would the gentleman have any objection to including such an amendment?

Mr. BROWN of Ohio. I think that could be done, but I would not want my amendment confused by that issue, because the issue as to whether a Member of Congress is to be recompensed for his official expenses is fundamental, according to my view.

The SPEAKER. The time of the gentleman from Ohio has expired.

Mr. ALLEN of Illinois. Mr. Speaker, I reserve the balance of my time.

Mr. SMITH of Virginia. Mr. Speaker, I move the previous question on the resolution.

The previous question was ordered.

The SPEAKER. The question is on agreeing to the resolution.

The resolution was agreed to.

Mr. MONRONEY. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill S. 2177, with Mr. SMITH of Virginia in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from Oklahoma [Mr.

MONRONEY] is recognized for 1 hour, and the gentleman from Michigan [Mr. MICHENER] is recognized for 1 hour.

The gentleman from Oklahoma [Mr. MONRONEY].

Mr. MONRONEY. Mr. Chairman, this bill comes to the House of Representatives as the end result of more than 18 months' work of the joint committee of the House and the Senate on the reorganization of Congress.

The bill represents no individual views and no individual authorship. It is a combination, a compilation, of the very best testimony, the very best evidence that your Special Committee on Reorganization of the Congress could acquire in more than 5 months of hearings in which over 102 witnesses were heard.

#### SIXTY MEMBERS TESTIFIED

More than 60 Members of Congress appeared to testify on various phases to inform your Committee on what in their considered judgment based on experience were the defects of our legislative system and things which needed improvement.

Senate bill 2177 is being amended by substitution of a committee print agreed to by the House Members of the Committee on the Reorganization of Congress.

There is only one primary purpose considered in this bill. It is nonpolitical in its approach. It deals not with any ideologies or anything except the functional reorganization of the Congress.

#### ONE TEST ALONE

One test and one test alone has been applied to every suggestion that has been incorporated in the bill in the committee's recommendation and that is simply this question: "Will it help the Congress to do a better job?"

Every Member sitting before me knows that the work load of the Congress has increased by geometric proportions through the several years just passed.

This is the trend: In the last few months we have had legislation on the atomic bomb, we have had legislation on OPA dealing with the economy of \$140,000,000,000 annual business, with the draft extension, with the problems of the United Nations Organization, with UNRRA, with the disposal of many billions of surplus property, of finding housing for 15,000,000 veterans, dealing with the problems of the veterans in the postwar period, and also the grave problems of how to handle a \$265,000,000,000 public debt and keep this Nation afloat with that debt load, the greatest any nation has ever carried.

#### MUST EQUIP OURSELVES

I believe anyone will say that we simply cannot struggle along under this type of work load unless we equip ourselves to answer the challenge that the Constitution framers intended the Congress to carry. They talk of the giants of the past, the men who once walked these Halls back in the 1850's and 1870's; but, Mr. Chairman, they were not dealing with the complex problems that we are dealing with in this Congress.

Most of the Congresses in those past years had three important bills before them. Usually they would meet and de-



cided which cities and towns needed new post offices, which rivers and harbors had to be deepened and improved, and then if the Republicans were in power they might tinker with the tariff a little bit. That in general was much of the work load of the Congresses that once sat in this Hall.

#### TOOLS HOPELESSLY OBSOLETE

Today we are confronted and confounded by the problems of a \$35,000,000,000 government trying to do the job with tools so absolutely obsolete and antiquated that 435 saints could not possibly do with our present equipment and organization.

Yes; reform is long overdue, it is overdue in many ways. We are using the tools of the gay nineties and, Mr. Chairman, you might as well try to repair a B-29 airplane with a monkey wrench as to try to work on the problems that confront the Congress today with the obsolete tools we have to work with.

Mr. Chairman, we are sitting before this country today serving as the board of directors of the world's largest enterprise. It is a hundred times larger than General Motors, Ford Motor Co., A. T. & T., the Pennsylvania Railroad System, and General Electric all rolled into one. Yet we are trying to do this work sitting on an old-fashioned high bookkeeper's stool with a slant-top desk, a Civil War ledger, and a quill pen. Unless we get new techniques, the tools, the organization, we simply cannot handle the work load that the country expects us to carry.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from New York.

Mr. TABER. Does the gentleman think that a reactionary provision which requires a legislative budget to be put through which could not be put through under the machinery set up here before the 1st of April and would not allow the Appropriations Committee to function is a forward-moving step or is it one that really should be thrown out? I am wondering if the gentleman believes that a step forward is the way to progress?

Mr. DIRKSEN. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Illinois.

Mr. DIRKSEN. In the first place, the gentleman from New York is entirely mistaken in his dates; secondly, it can come within the flexibility of the provisions that have been written herein, and third, it has the endorsement of men like the former Secretary of the Treasury, the present Acting Director of the Bureau of the Budget, Dr. Fairchild of Yale University, fiscal adviser to the United States Chamber of Commerce, and a great many others. I would not say that it is reactionary or that it is particularly difficult or insuperable.

Mr. MONRONEY. I thank the gentleman from Illinois for that contribution.

#### LAST BASTION OF DEMOCRACY

Mr. Chairman, we in America and we in Congress are the last firm bastions of democracy. All around the rest of the world, with the exception of England,

the parliamentary system of representative government has disintegrated and disappeared. If we fail here, we fail the world which looks to us to make democracy work.

The framers of our Constitution intended the Congress to be coequal. In the small agricultural economy that we had for over a century, the Congress was able without improved staffs, without increasing our facilities, to rely only on the judgment that the Members of the Congress had themselves, without research or without data and careful investigation and analysis, to largely answer the questions that then came up.

#### CONSTITUTIONAL DUTY

We cannot be coequal; we cannot do this fundamental task of supervision that the framers of the Constitution had in mind unless the Congress is virile, strong enough and well equipped enough to handle this magnitude of work that is dumped on us.

Five hundred and thirty-one men that compose the membership of the House and Senate are going to have a pretty hard time in handling, in supervising, in surveying the work of over 3,000,000 men scattered throughout the executive department. It is like trying to move a battleship with a jeep or a model T Ford.

Mr. HOPE. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Kansas.

Mr. HOPE. I want to ask a question about the disposition of court claims as provided in title IV. As I understand it, the Committee on Claims and the Committee on War Claims are abolished and provision is made that all claims accruing after January 1, 1945, may be settled by the administrative agencies if they are less than \$1,000 or may be the subject of court action if they are more than \$1,000. My question is, What happens to those claims accruing before January 1, 1945, under this procedure?

Mr. MONRONEY. Under this procedure those bills would still be admissible in the Congress. There is provision in the Senate bill which will be adjusted in conference, making it possible to consider bills only for permitting court action on arising from 1939 to 1945.

That is a difference we will have to adjust; but in this claims section every time we have closed the door of admittance of a claim on the floor of Congress we have opened up another door in the administrative departments or in the courts of the land so that those claims can be adequately adjudicated. Therefore, there will be no claims blocked.

Either they have a right to come up on the floor of the House or to come before the Congress or they can go into the courts.

Mr. HOPE. Well, under the legislation then what committee would have jurisdiction of the residue claims?

Mr. MONRONEY. The Committee on the Judiciary.

Mr. DIRKSEN. I would direct the attention of my friend from Kansas to section 123 on page 46, which has a

residuary clause. In the case of claims of a foreign nature they go to the Foreign Affairs Committee and all other claims would go to the Committee on the Judiciary.

Mr. HOPE. I thank the gentleman. That answers the question.

#### CORNERSTONE OF PLAN

Mr. MONRONEY. Mr. Chairman, the cornerstone and keystone of this reorganization is in the recognition of the fact that the committee structure of this Congress has so grown in importance that the committees actually comprise little congresses of the Congress.

Mr. HENDRICKS. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Florida.

Mr. HENDRICKS. I would like to have the matter clarified with reference to tort claims. I understand if it is less than \$1,000 the percentage for attorney fees does not apply.

Mr. MONRONEY. On tort claims?

Mr. HENDRICKS. But suppose you had a case involving \$1,500. As I understand, the attorneys' fees amount to 10 percent.

Mr. MONRONEY. I think the attorneys' fees are 20 percent if suit is filed and 10 percent if adjudication is made by the department.

Mr. HENDRICKS. On \$1,500, that would be \$300. Does the gentleman think that a person with such a small claim is going to be able to get competent counsel to go into the Federal Court to represent him?

Mr. MONRONEY. This does not provide for a jury trial. It is heard before the judge sitting without a jury. I understand there will be some discussion later on changing the amount of attorneys' fees.

Mr. HENDRICKS. When a Member of Congress handles a case there are no attorneys' fees.

Mr. MONRONEY. Here 10 percent is allowed for attorneys' fees, for the claimants' attorney.

Mr. HENDRICKS. But we handle it quite adequately without attorneys' fees.

Mr. MONRONEY. But a general attorney has to dig up the facts and obtain affidavits for his clients, much as he would have to dig up evidence if the matter was heard before a Federal court.

Mr. HENDRICKS. My interest is in the client, in that he is not able to get an able attorney for that amount.

#### COMMITTEE SYSTEM IMPORTANT

Mr. MONRONEY. I thank the gentleman for his contribution.

The first point I would like to particularly stress to the membership of the House is that in our operation of the Congress the committee system has become of paramount importance. Ninety-five percent of all the legislation that becomes law passes the Congress in the shape that it came from our committees. Therefore, if our committee work is sloppy, if it is bad, if it is inadequate, our legislation in 95 percent of the cases will be had and inadequate as well.

It is on this vital and important point on which the keystone of reorganization rests. If you are not willing to reorganize



this overlapping crazyquilt pattern of committee structure, then just do not try to do any reorganizing, because it is the basis and the keystone of this reorganization bill.

You cannot continue to operate in the year 1945 with committees that just grew like topsy from the beginning of this Nation. We have got to reorganize their functions and realine them, so that the members of the committees will have a chance to specialize on one major committee and have the time to devote to it.

We have now 970 committee seats filled by the Members of this House. That is 2.2 seats per Member on an average. Many men have five, six, and seven committees. It is impossible for them to specialize and do the kind of a job that is necessary. Fortunately, in the House we have a large number of major committees that are of great importance in handling the major part of the legislation.

#### REDUCES FROM 48 TO 19

So the committee has recommended and in the bill we provide that basically our committee structure shall all be composed of major committees. We are indebted to the gentleman from New York [Mr. WADSWORTH] for the contribution of the committee reorganization; a man who has served both in the Senate and the House, who thoroughly understands from a practical standpoint the importance of this thing, and I believe whose judgment can be greatly relied on.

The CHAIRMAN. The time of the gentleman from Oklahoma has expired.

Mr. MONRONEY. Mr. Chairman, I yield myself three additional minutes.

Mr. COLE of New York. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from New York.

Mr. COLE of New York. I should like to have the gentleman point out what advantages there are in the consolidation which will result in a large committee having quite extensive jurisdiction and which, in order to function, must inevitably break down into subcommittees. I would like to have the gentleman elaborate on that.

Mr. MONRONEY. I do not quite agree with the gentleman that they should all be broken down in subcommittees. Some committees will undoubtedly operate either temporarily or permanently through subcommittees; others will operate through full committees.

But you get away from the tremendous overload of one committee and the complete absence of any work on the part of many other committees. You will give a Member a chance to specialize on the line of work that he is interested in. He can become familiar in all respects with the legislation that he handles.

#### SURVEILLANCE BY COMMITTEES

Another very important reason for this consolidation is that we intend in this bill to provide for legislative surveys of the Government departments which operate under these reorganized committees. We want to try to keep them in line with the intent of Congress, to keep a continuing review, if you please, of these departments and agencies downtown over which the reorganized committees have jurisdiction.

We think that only half the job of a standing committee is finished when it passes the legislation. We feel that the other half should be in seeing how that legislation is carried out and seeing if the agencies are living up to the mandates of the Congress and living within the restrictions which we provide.

#### STAFFS FOR NEW COMMITTEES

I want to hurry on to touch on two or three other points. You could not possibly justify the staffing of all of our 48 committees with expert staffs for each.

We propose in this bill to provide for all of the 19 reorganized major committees to have 4 experts to be paid up to \$8,000 a year. If the committees were not reorganized the cost of providing 4 experts each for 48 standing committees would be tremendous.

We provide for reducing these to 19 standing committees. We feel you will save more money for the country by properly staffing these reorganized committees, particularly the Subcommittees on Appropriations, with experts than by almost anything else in the bill.

Mr. SPENCE. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Kentucky.

Mr. SPENCE. The Constitution provides that each House will make its own rules of procedure. I wonder if there is any question as to the constitutionality of this legislation.

Mr. MONRONEY. That is a very important question. It was raised in the Senate, may I say to my distinguished chairman. The provisions of the Constitution are that each House shall be the judge of its own rules. It does not prohibit us from acting in concert with the Senate in the exercise of our rule-making powers. We are not touching the Senate rules, we are changing our rules. The Senate changes its rules at the same time.

At points where the two rules come together we must provide by joint legislation for their assimilation. The most distinguished lawyers on the other side proved conclusively in the debate that this is well within the constitutional limitation on the two Houses as to changing the rules. When we meet in January the House can wipe out everything we are doing today if it so desires.

Mr. SPENCE. In other words, you do not derogate any power from the House? The House still has the power to change its rules?

Mr. MONRONEY. The House has the power to change at any minute the authority it has.

#### LEGISLATIVE BUDGET PROVISIONS

Another subject of tremendous importance is the legislative budget provision. I feel that the adoption of this section will for the first time since the Civil War give the Congress an over-all viewpoint on its fiscal policy.

For years we have been operating our revenue-raising committees and our revenue-spending committees completely and apart from any relationship one with the other. You simply cannot have adequate budgetary control by such an inadequate procedure.

This section provides that these two committees of the House, and the two

committees of the Senate, must consider the entire fiscal situation at the start of each session. They will then report to the Congress on a legislative budget. If the expenditures exceed the income, the Congress must authorize the creation of additional public debt for that year. If we are going to run into debt, I think we should be businessmen enough and have courage enough to do it for a certain amount and do it before we start to appropriate.

Today we start out without any idea of how much we will spend, or where the money is to come from. We wind up the year wondering how many billions we are in the red or in the black. Surely it is not asking too much to consider these two important things, income and outgo, together.

I am certain if the Congress adopts this budget section we will save many many times over the cost of this congressional reform.

COST IS \$4,601,735

Careful studies have been made on the entire cost of this project, including all necessary expenses to the Government. While it is a considerable amount of money, I am certain that it will save many hundred times the annual cost in increased efficiency and in decreased expenditure of government. Often good auditors save many businesses far more than their salaries.

The total cost of the entire reorganization of Congress, including improvements in staff help, improved research in the Library of Congress, doubling of the Legislative Drafting Service, and all expenses, totals \$4,601,735. This includes, I might add, the entire cost for the increase in Members salary at \$15,000 a year as well as the full annual contribution of the Government to the congressional retirement plan.

A total of \$4,601,735 is the complete annual cost of the reorganization. Does it run the cost of the Congress too high? As one of the three great divisions of government, I think we should put a yardstick against it and measure it against one of the smallest of all the governmental bureaus.

Take the Office of Indian Affairs, which supervises the business of the Nation's Indians. Their annual operating cost in 1945 was a total of \$29,100,591. Under present operation, without reorganization, the Congress, including both House and Senate, salaries of all Members, their clerks, staffs, investigators, mileage—all legislative expense of both bodies totaled \$16,325,790.

In other words, the Congress today is spending just under 52 percent of what it costs to operate the Office of Indian Affairs—just a little more than half as much for the entire Government job that Congress does.

With this new additional expense, we will run 72 percent of the cost of the Office of Indian Affairs. I think the country will feel we were wise in making this improvement, even if we do cost 72 percent of what it costs to manage the affairs of the Nation's Indians.

#### SYSTEM ON TRIAL IN WORLD

Gentlemen, representative democracy is on trial. We must make it work and make it work well. Around the world



the lights of democracy have gone out. They burn here alone, bright enough to rekindle the fires of freedom and democracy. If we fail, we fail the world which looks to us for leadership in this perilous hour.

Remember, gentlemen, that in other countries overseas, where dictators have taken over, they took over when the legislative branches of those nations disintegrated and failed. Then, when their representative system proved incapable of properly handling the problems which faced them, the road to total power was easy.

The representative system is the best guardian of the people's liberty in the world. It can only be able to guard liberty where it is strong enough and well organized enough to carry the load that present day problems place upon them.

(Mr. MONRONEY asked and was given permission to revise and extend his remarks.)

Mr. MICHENER. Mr. Chairman, I yield such time as he may desire to the gentleman from Vermont [Mr. PLUMLEY], a member of the joint committee.

(Mr. PLUMLEY asked and was given permission to revise and extend his remarks.)

Mr. PLUMLEY. Mr. Chairman, the joint special committee of which I have the honor to be a member, which was created by your act has discharged its duty under your command and has brought to you a report now in the nature of a substitute bill. I think it should be understood by the Members that each and every member of this joint special committee does not necessarily endorse every recommendation which is included in the report or incorporated in this bill.

We have a difficult task to perform. We worked over a year before we submitted our report. I suppose there were at least 50 Members of Congress who came before the committee with 50 different ideas as to what ought to be done. We sifted and we sorted and we finally got into the picture a composite of such ideas and recommendation as we thought under your command we should submit to you.

That is what is before you in the nature of a bill. It is in your lap. It is your responsibility from now on. Congress should act. The time for talking has passed.

There is one thing which has been suggested which is so very true that we should bear it in mind. If we are going to make progress we must go ahead. Nothing we do is irreparable. It is true all progress is change, but not all change is progress. Everything we may do today is subject to change next January. We should not feel that the end of the world is coming when we adjourn. We should take our responsibilities seriously.

There are necessary changes to be made in order to enable the Congress of the United States to function properly, wisely, and expeditiously. Some of the methods which should be employed are incorporated in this bill.

The responsibility of handling the bill on the floor has been delegated by the House membership of the joint special committee to Representatives MONRONEY

and DIRKSEN, who are well advised and competent to assume the responsibility we have placed upon them. Let me say as I conclude, for time is the essence today, it was made very clear to us throughout the tedious and lengthy hearings held that there are defects which should be corrected in order to organize Congress to meet modern situations and to equip it to perform adequately its main functions. This substitute bill for the one which passed the Senate meets some objections made to the Senate bill, and, generally speaking, it satisfies the leadership on both sides of the aisle.

It may be that when the bill becomes a law some of its features will work out to be impracticable and unworkable, nevertheless it certainly is a chart we may well follow till we strike any hidden reefs which do not appear thereon.

We certainly should have the courage of our convictions and pass this bill. The people demand it. The Congress should assume and discharge its responsibility.

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. KEOGH].

(Mr. KEOGH asked and was given permission to revise and extend his remarks.)

Mr. KEOGH. Mr. Chairman, I had not intended to ask for any time to speak on the pending bill but recent events in connection with an extremely important phase of our legislative process—the codification of the laws—have impelled me to seek this opportunity to inform the Members about a serious aspect of those functions. When, as chairman of the Committee on Revision of the Laws, I appeared before the Joint Committee on the Reorganization of Congress, I said that I was not there to plead for the continuation of that committee as a separate standing committee so long as the reorganization would insure the carrying on of the important functions of revision of the laws.

During the 8 years that I have been chairman of the Committee on the Revision of the Laws we have engaged in the preparation of two editions of the United States Code, one edition of the District of Columbia Code and a total of 12 cumulative supplements to those codes. As the Members well know those codes contain all the general and permanent laws enacted by Congress and constitute prima facie evidence of the law. Without them the public would be at a complete loss readily to determine the present status of any of our laws. It has been our policy that making the laws understandable is as important as making the laws, and I feel very strongly that the Federal laws should attain the standard set by the majority of the 48 States and that we should have a code which would be legal evidence of the laws. It is not to the credit of the greatest law-making body in the world that it is far behind every State in the Union in this regard.

With this in mind we have prepared seven separate bills and are still engaged in the preparation of two others to enact into law certain titles of the United States Code, which will be legal evidence of all the laws in the respective titles. Five of these bills have been passed by

the House of Representatives on three separate occasions, in 1941, 1943, and 1945. Last week this body also passed our bill (H. R. 2200) revising the criminal laws of the United States for the first time since 1909. Unfortunately, these bills have never been reported out of the standing committee of the other body to which they were referred. As a result, the laborious and important work of codification and revision has been nullified because the standing committee of the other body to which the bills were referred has been too busy with its regular matters to give adequate consideration to these bills. I intend no reflection on either the ability or the industry of the members of that committee. They are just too busy with their regular assignments to permit them to consider these bills, and I can understand and sympathize with their situation.

However, the fact that five codification bills, which were reported from the House Committee on the Revision of the Laws and which passed the House in the Seventy-seventh, Seventy-eighth, and Seventy-ninth Congresses, have never been reported out of the Senate standing committee even though the bills make absolutely no change, seems to me complete and conclusive proof that our present system of this phase of our functions is inadequate. The pending bill, in my opinion, would do nothing to improve the situation.

There seems to me to be only one solution of the problem. That is the creation of a Joint Committee on the Revision of the Laws. Many of the benefits of the establishment of such a joint committee are obvious. For example, only by speedy action in both Houses can codification bills be kept up to date and such speedy action would be insured by having the work done by a joint committee. A splendid example of the working of a joint committee was the enactment of the Internal Revenue Code as Public Law No. 1 of the Seventy-sixth Congress. The period of time between the passage of the bill in the House and in the Senate was so short that no additional legislation affecting internal revenue was enacted which would require an amendment of the bill in the Senate after it had passed the House.

It is inconceivable to me that the Congress should permit such a serious defect in our legislative process to continue. It is not necessary to take the time of the Members now in explaining the great need for codification of our laws. That is a well-established fact. We have made some progress, but there is still much to be decided, and it is my sincere hope that some provision will be made for continuing the work in the most efficient manner possible.

Mr. MICHENER. Mr. Chairman, I yield 10 minutes to the gentleman from New York [Mr. WADSWORTH].

Mr. WADSWORTH. Mr. Chairman, I cannot pretend to possess the knowledge of these intricate problems that is possessed by the members of the special committee because I was not a member of it. My principal concern from the beginning of all this discussion has been in the committee organization of the House. I would like to say a few words about that.



Cold machinery does not necessarily work efficiently. We might set up something that is apparently agreeable in the way of organizing the legislative body, but unless it appeals to the Members and gives each Member an opportunity to be useful in the line of work which appeals to him, the machinery itself is not effective. It is from the human standpoint—perhaps I may use that expression—that I have approached this question of the consolidation of committees.

It so happens I have served on the Committee on Committees of the Republican minority for some time. I came into contact with the ambitions and desires of individual Members with respect to assignments to committees. I noticed especially how difficult it is, under the committee system as we now have it, to take a new Member who is anxious to serve and who is equipped with intelligence, and give him a job that is worthwhile. In a large number of instances, we are compelled, under the present set-up, to put that Member upon a committee which seldom meets, or perhaps on two or three committees, no one of which meets frequently, in an endeavor to make it appear to outsiders that he is being accorded recognition. As a matter of fact, for many years I have had a deep sympathy with newly elected Members of the House on both sides of the aisle, in that it takes so long for them to reach a committee which appeals to them, holds their attention and gives them a chance to serve the country to the best advantage.

Therefore, I was very much in favor of the rearrangement or consolidation of the committees of the House in such fashion that every committee of the House shall be important, and that every Member of the House, be he a newcomer or an oldster, shall be on an important committee. With this provision as proposed by the special committee, we are to have 19 committees instead of 48, and, as I understand it, the members of the special committee have made distribution of the membership to those 19 committees in such fashion that every Member of the House will be on one important committee, whose work will hold his attention, and the performance of which will give him satisfaction and pride. I think there is a morale program here and I have thought so for years. A newcomer should be given a better chance than he is given today under this curious old conglomeration of 48 committees.

You will note that 3 of the committees out of the 19 as proposed by the Special Committee are not regarded as "exclusive." They are the Committee on the District of Columbia, the Committee on un-American Activities, and the Committee on House Administration. It is specifically provided that a Member assigned to one of those committees, which are obviously of less importance than the other 16, may serve on one of the others. That is so that every Member of the House in accordance with the numerical distribution committee by committee will have a chance to serve to the best of his ability; and I think that will do more for the spirit and morale of this House than any other change that could occur.

Mr. ROBERTSON of Virginia. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield.

Mr. ROBERTSON of Virginia. I fully agree with what the gentleman is saying but I should like to have his suggestions and interpretation of how the theory is to be applied to the present standing committees of the House on which men are now serving who next year we might not think were peculiarly fitted for service on that particular committee. Will their seniority prevail and they stay there, or will there be a new deal all the way around?

Mr. WADSWORTH. A new Congress will be elected this coming autumn and that Congress will organize itself. We have got to trust the next Congress to put this machinery to work. I cannot stand here at this time and say exactly what is going to happen to every Member of this Congress when he comes back upon being reelected to the next Congress. We will all be treated alike, at least.

Mr. ZIMMERMAN. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield.

Mr. ZIMMERMAN. I believe we all know it to be a fact that oftentimes a man on an important committee, one of our exclusive committees, under the present set-up will find some man running against him and allege that John Jones over here is a member of five committees or seven committees and for that reason this man is not rendering any service to Congress and ought to be defeated; and many have been defeated on that very argument.

Mr. WADSWORTH. Quite frequently the public misunderstands the committee system here and the method by which Members of the House are placed on committees.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield.

Mr. CURTIS. Is not this proposal that the House shall elect the chairman of the standing committees the same as the present procedure? Is there any change over present procedure?

Mr. WADSWORTH. It would be no change at all because the House today elects all the chairmen.

Mr. JARMAN. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield.

Mr. JARMAN. I imagine the gentleman had in mind exactly what I had in mind when he propounded that question. According to the press, there was a sentiment on the part of this committee in its inception to change the method of selecting committee chairmanships from the old-established seniority rule, and in that, as the gentleman just said a moment ago, we have to trust the next Congress. But I am wondering if the gentleman knows whether there is any disposition on the part of this committee at this time to change the method of selecting committee chairmen.

Mr. WADSWORTH. I remind the gentleman that I am not a member of the special committee and consequently have not been able to read their minds. I have not heard of any such disposition.

Mr. DIRKSEN. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield.

Mr. DIRKSEN. May I say to my friend from Alabama that there was no disposition on the part of the joint committee to go into that party machinery as distinguished from the machinery under the rules of the House. On this side the committee on the committees and on the other side the Committee on Ways and Means will function just as they do now. There is no change there.

Mr. WADSWORTH. May I say a word—very briefly it must be—with respect to what I believe will be increased efficiency of the legislative body as a whole. It must be admitted that we scatter out amongst too many committees the work of legislation. There are instances where two or three committees now existing under the present organization actually pass upon very similar things. The proposal here is that when there is a group of functions to be performed by the Federal Government, functions similar one with the other, then a committee of the House as well as a committee of the Senate shall be so constituted as to get an over-all view of the whole problem involved in those particular functions.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. MICHENER. Mr. Chairman, I yield the gentleman five additional minutes.

Mr. WADSWORTH. Mr. Chairman, we know perfectly well, of course, that we have three pension committees. It is obvious that the pension policy of the United States should be standardized under one statute or one series of statutes and that the best way to have those policies formulated in the way of legislation is to have the Senate and the House study the whole question of military pensions and benefits and be in position to bring to us better conceived programs. Then, too, the Federal Government in recent years has embarked upon a large number of public works involving authorization of literally hundreds of millions of dollars; indeed, they go up into the billions of dollars.

There is Rivers and Harbors, there is Flood Control, there is Roads, citing three, all of them involving construction. We have three different committees to handle the problem of public works generally and each committee works in its own compartment with seldom an opportunity of ascertaining what another committee is doing in a similar field and what the effect of the other committee's action will be on the Federal finances. Would not our legislation be sounder and better considered if a strong central committee of the House screened these public works, measured their effect down into the future, not only upon the progress of the country but upon the fiscal position of the Federal Government, and be in a position to present to the House an over-all view of the public works program of the United States? That, in my opinion, would be a more effective way of doing it for the long view than having it done by three or four separate committees, no two of which consult each other.



Very much the same thing can be said with respect to the support of the military forces. I have myself encountered instances in which one particular committee, we will say the Committee on Military Affairs, reports a recommendation to the House as to the size of the Army and its composition, including the Air Corps, yet no member of the Military Affairs Committee has ever heard what the Navy is proposing. And vice versa. May I cite one instance on the floor here. When the Naval Affairs Committee, exercising its functions perfectly correctly under our custom, under our system, brought in a resolution fixing the size of the Navy—that was only last year—at so many ships, I think 1,079 and 550,000 enlisted men, at an estimated cost of so many billion dollars, I asked the chairman of the Naval Affairs Committee on the floor whether or not his committee had any knowledge of what the War Department was going to propose with respect to the size of the Army, its composition, and its cost. The answer was in the negative. I pursued the inquiry further. I went to the War Department and asked the officers of the General Staff whether or not the War Department or the General Staff had ever been consulted by the Navy as to the size of the Navy. No. Now, the same thing will happen in the opposite direction. The Military Affairs Committee of the House may bring in a bill fixing the size of the peacetime Army. We have only an interim Army now. If it does so, under the present system there will be no consultation between the members of the Committee on Military Affairs and the Committee on Naval Affairs with respect to an over-all military policy. My hope has been for years dating back to the time when I was chairman of the Committee on Military Affairs of the Senate, that the Congress would seize control of the military policy of the United States, and my belief is that it can do so by having the admirals and the generals come before the same committee in the presence of each other to tell their stories.

The CHAIRMAN. The time of the gentleman from New York has again expired.

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the gentleman from Alabama [Mr. JARMAN].

(Mr. JARMAN asked and was given permission to revise and extend his remarks.)

Mr. JARMAN. Mr. Chairman, although it has not been my privilege to become as familiar with these matters as the distinguished gentleman who just preceded me, and as many Members of this committee, I cannot refrain from confessing my inability to agree with the pessimism which seems to prevail about Congress. I do not agree, for instance, with this sentence on the first page of the report accompanying this bill. After referring to legislative machinery and procedure, the report says:

They must be modernized if we are to avoid an imminent break-down of the legislative branch of the National Government.

My colleagues, I cannot bring myself to agree with that. I do not believe that the

legislative branch of this Government is going to break down if this bill does not pass as it is written, or if it does not pass at all; and I am not sure that we are performing any great service either to ourselves—witness Georgia and Oklahoma in the past week—to this Congress, or to this country in publicizing statements of that kind. Some reorganization, of course, is justified and necessary.

However, I am not at all sure that I can get my consent to vote for this bill as introduced. There are several provisions of which I am doubtful. I am not at all sure that time will be saved and business expedited by requiring the actual presence of a majority of a committee to report a bill. I am equally doubtful about the requirement that the testimony of witnesses before committees be in writing. Nor do I think that a majority vote of a committee should be necessary to an executive session except those for marking up bills or voting. On the other hand, I think that the chairman of a committee who wishes to call an executive session for the purpose of security confidential testimony, for instance during war, should be authorized to do so without any vote by the members of the committee. Under this bill he cannot do so because of the requirement of a majority vote of the members. I am very doubtful whether the statute of limitation which would bar claims after a year allows sufficient time to always prove equitable.

While I consider these objection worth while, and could mention others, they really fade into insignificance in comparison with one which to me stands out. The fact has been published throughout the Nation that this bill would raise our salaries to \$15,000 or 50 percent, as it ostensibly does; in fact, on page 41 of the report we find the statement: "It increases the compensation of Members of Congress to \$15,000 per annum." While this is technically true, we all know that the fact is no such actual increase occurs. This results from the fact that this bill, while raising the actual salaries from \$10,000 to \$15,000, repeals the \$2,500 nontaxable expense allowance we have received for 2 years. Consequently, the raise is actually from \$12,500 to \$15,000, or 20 percent. If this bill becomes law, I do not wish it to go out to the country that we have raised our salaries 50 percent, whereas the actual raise is 20 percent.

With your permission, Mr. Chairman, I wish to propound to you a question or two. The distinguished gentleman heard the references made awhile ago to committee chairmanships. The gentleman will recall that in the press—I do not know whether it was the attitude of the members of his committee, but it was so publicized—it was stated that there was an attitude on the part of some members of the committee to change the established seniority custom regarding existing chairmen. I recognize that is a prerogative of the House, and it was publicized that the gentleman's committee was going to take it up. I would like to know if there is any disposition on the part of the gentleman's committee to change that custom.

Mr. MONRONEY. I would like to assure the gentleman from Alabama that under the rule by which the committee was established, our committee was denied the right to recommend any change in either practice, precedent, custom, or tradition of either House, and under that rule we felt we were bound by the rule not to go into the matter of seniority, although we had witnesses to testify regarding it. We had testimony to that effect. I think the gentleman is concerned with whether any attempt will be made to change, as this new committee goes into gear after the 1st of the year, the established practice regarding the assignment of Members to committees and the positions on the committees upon which they sit, and the time-honored custom of the Congress that the chairman of the committees shall be elected by the House. I am able to say to the gentleman that we did not change the rule in any regard concerning the election of committees by the House. We did feel that we had no jurisdiction or right, for instance, to recommend any changes regarding committees on the Republican side, who must assign Members to committees and determine their positions on the committees, and I assure the gentleman, with my respect for the strength of the Committee on Ways and Means and its influence in the House, that we did not intend to say to the Committee on Ways and Means what they should do in this instance.

So as the House meets the first of next year the machinery of the House will be exactly the same regarding the assignment of Members to committees and their positions thereon.

Mr. JARMAN. I thank the gentleman very much. In view of the remark a while ago of the gentleman from New York about trusting the next Congress, and in view of the publicity which occurred, I was naturally interested.

One more question: There appears on page 33 of the bill, line 13, a provision which I am certain the gentleman does not mean, and if it has not been corrected I propose to offer an amendment to correct it. That is the provision that the Committee on House Administration shall have jurisdiction over the employment of persons by the House, including clerks for Members and committees.

Mr. MONRONEY. That has nothing to do with the appointment of clerks of Members. However, the Accounts Committee is charged with determining the allocation of the \$9,500 clerical hire and seeing that it does not run over that. This has no relationship whatever to the employment of the clerks, but they do have to administer the appropriations which are made for clerk hire.

Mr. JARMAN. It has nothing to do with the selection of the personnel?

Mr. MONRONEY. No, indeed.

Mr. MICHENER. Mr. Chairman, I yield such time as he may desire to the gentleman from Kansas [Mr. REES].

Mr. REES of Kansas. Mr. Chairman, I regret I cannot go along with what appears to be a majority of the House in support of this bill described as a measure "to provide increased efficiency in government." Of course I am for efficiency. I have legislation pending to do



that very thing. I have spoken on that subject many times. There some provisions in this bill I should be glad to support. There are others to which I am opposed.

I am opposed to the increase of \$5,000 to Members of Congress, in this bill. This is 50 percent. No one knows better than I that expenses have increased for Members of this body, since they were fixed 20 years ago. Living costs in Washington are higher than anywhere in the country. But, Mr. Speaker, times are unsettled. Members of Congress should not establish these increases when we are expected to hold the line in other places. This is not the first time I have expressed opposition to this sort of thing.

Mr. Chairman, I am also opposed to the next section in the bill that allows Members of Congress to come under the retirement system similar to that afforded civil-service employees. They are a different group. They are appointed career people. We are elected and serve at the will of the electors. If Members were required to pay full contribution during the entire period of service, it would not be quite so inequitable, but this section contains a provision that would allow a Member to retire after 6 years' service after paying about \$3,000 and get about \$2,000 per year the remainder of his life. As I have said, if he drew according to his contribution, it would not be quite so inequitable. This is certainly asking too much, even if you favor the policy of allowing retirement pay to elective officials. At the proper time I shall expect to offer to strike the retirement section from the bill. If offered by another Member, I shall support such amendment.

Mr. Chairman, unless the bill is amended in line with my proposal to strike both these sections from the bill, I shall vote against it.

(Mr. REES of Kansas asked and was given permission to revise and extend his remarks.)

Mr. MICHENER. Mr. Chairman, I yield such time as he may desire to the gentleman from Nebraska [Mr. CURTIS].

Mr. CURTIS. Mr. Speaker, this proposal for reorganizing Congress has some meritorious features. Those things relating to committee changes and the like, which will add to the efficiency of Congress, are commendable.

I do not approve, nor will I support, those provisions raising the pay for Members of Congress and providing for their retirement benefits. The Federal budget has not been balanced, we are still going into debt, and in view of my opposition to excessive spending in other fields, I cannot support this proposal.

(Mr. CURTIS asked and was given permission to revise and extend his remarks.)

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the gentleman from Arizona [Mr. MURDOCK].

(Mr. MURDOCK asked and was given permission to revise and extend his remarks.)

Mr. MURDOCK. Mr. Chairman, I am in favor of this general plan of reorganization. I think we can improve our product, that is, wise legislation, by improvement in Congressional organiza-

tion. I hope we will not lay so much stress upon organization that we overlook the need for the better product, wise legislation. I was impressed with the suggestion made by the gentleman from Ohio [Mr. BRONW] that he intended to offer an amendment at a certain page in the bill. I, too, have had difficulty in bringing myself to approve a 50 percent increase in salary for Members. On the other hand, I have no difficulty whatever bringing myself to approve a sane retirement provision for Members of Congress. In fact I heartily approve—not of pensions for Congressmen—but a proper, self contributory retirement plan for Members of Congress. This is not only for individual security but for the general benefit. Without a retirement plan Congress may tend to become a rich man's club. I have spoken in favor of Congressional retirement on at least one or two earlier occasions.

I think I shall support the amendment offered by the gentleman from Ohio when it is offered, for I believe we will be unable to face our constituents and say to them, "We have increased our own pay all out of proportion to that which we have provided for employees of the Government and permitted in the case of employees generally throughout the country." I recall we have not been generous with our elderly citizens, nor other groups which could be mentioned.

I want to ask the chairman a question. I notice on page 38, lines 20, 21, and 22, there is set out part of the former jurisdiction of the Committee on Irrigation and Reclamation which would be included in the jurisdiction of the proposed Committee on Public Lands. At present the Committee on Irrigation and Reclamation deals with acquired private lands as well as public lands. Does the gentleman feel this language covers the entire ground?

Mr. MONRONEY. No; may I say to the gentleman that in the matter of these jurisdictional specifications we could not attempt without reporting a bill which would probably be several hundred pages long to cover every specific matter that would come under a committee's jurisdiction.

Where not otherwise specified, the precedents of the House will apply. I believe the gentleman's committee now has the jurisdiction to acquire the lands of which he speaks. There is no effort to take that away from the committee. We just felt that we did not have space enough to cover everything that could possibly arise on the question of committee jurisdiction.

Mr. MURDOCK. I thank the gentleman. It may be that on further thought I shall want to offer an amendment here to make the matter clear. As chairman of that Committee on Irrigation and Reclamation today, I have no particular pride in chairmanship on my own part, but I do have a pride in committee ship—I have a pride in this committee. I have an obligation to the committee and to the great cause of reclamation not to be taken lightly. I do not want the functions of the present committee to be impaired or to be reduced if it should be merged with another committee.

The Bureau of Reclamation was established in 1902. It has built about a billion dollars worth of projects, adding greatly to the new wealth of the Nation. Yet, I feel its task is only beginning. We must center in any future committee the full authority and functions now exercised by the Committee on Irrigation and Reclamation. That is the point that I have in mind which prompts me to ask the question. Unless I can be positively assured of the sufficiency of this authority, I shall want to offer an amendment at the end of line 22, page 38, when we read the bill for amendment.

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the gentleman from West Virginia [Mr. RANDOLPH].

Mr. RANDOLPH. Mr. Chairman, as we consider the structure of the Congress of the United States and the practices and procedures of our national legislature, we find there are many questions involved as we read carefully, as I am sure most of the Members have, the provisions presented in S. 2177. Perhaps it would be interesting and informative to the committee for me to discuss, although presumably it will be developed by Mr. DIRKSEN and others, the retirement plan which is contemplated if this legislation becomes law. I do so on the premise that the House Committee on Civil Service gave many weeks of study to this problem. As you recall, we attempted to report a retirement measure to the floor for action. I recall at that time the very able gentleman from Oklahoma [Mr. MONRONEY] said to me in private conversation off the floor of the House—and I think he said it publicly at the time the rule was considered—that he believed we should hold all of these reorganization features together in the legislation and bring them here in one comprehensive legislative proposal for action of our colleagues.

I differed with him at that time. I thought we were presented with a proper challenge; yet I have come to feel that perhaps he was correct. For that reason I made no serious attempt at that time to impress on my colleagues the necessity for voting on the retirement subject matter.

Mr. Chairman, I now discuss and analyze the retirement provisions contained in the measure.

Subsection (a) of section 602: This subsection excludes from retirement the elective officers who are "in the executive branch of the Government" and thus permits retirement coverage for elective officers in the legislative branch of the Government under conditions mentioned in next subsection. The President and Vice President are accordingly excluded from retirement coverage.

Subsection (b) of section 602—new provisions: This entire subsection adds a new section to the Civil Service Retirement Act, setting up special provisions relating to retirement obligations of and benefits for Members of Congress.

Paragraph (1)—coverage: Provides that the Retirement Act shall not apply to any Member of Congress until he exercises an option to come within the purview thereof and gives notice in writing to the disbursing officer by whom paid of his desire to make contributions to



the retirement fund and otherwise participate as a member of that fund.

The required notice may be given by a Member of Congress within 6 months after the date of enactment of the pending bill, or within 6 months after any date on which he takes an oath as a Member of Congress.

Election could not be made by a former Member of Congress unless and until he again takes oath as such Member.

Paragraph (2)—contribution rate: Provides that each Member who elects to come within the retirement law shall contribute 6 percent of his basic compensation for all service after the effective date of the pending bill.

All others subject to the Retirement Act now contribute 5 percent of basic pay.

Purchase of past service: Deposit for the purpose of purchasing credit for past service performed prior to the date of enactment of pending bill would be at the same rate as required of all others subject to the retirement law, as follows:

Two and one-half percent of base pay for service August 1, 1920, to June 30, 1926.

Three and one-half percent of base pay for service July 1, 1926, to June 30, 1942.

Five percent of base pay for service from July 1, 1942.

No deposit is required for service before August 1, 1920, but credit is automatically granted therefor in all cases.

Paragraph (3), requirements for annuity: Requires that a Member of Congress shall have served at least 6 years as such and have reached the age of 62 before he shall be entitled to receive an annuity except, that if a Member becomes disabled, a minimum of 5 years of service shall be required, irrespective of age requirements.

For all except Members of Congress, at least 5 years of service is required for a discontinued service benefit at age 62.

Members of Congress and all other members of the retirement fund must have a minimum of 5 years of service for a disability benefit and there is no age requirement in any disability case.

Paragraph (4), must contribute for at least 5 years for annuity benefit: Provides that a Member shall make contributions to the fund for at least 5 years, or deposit the equivalent thereof with interest, to be entitled to any annuity benefit.

No such requirement for other members of the retirement fund.

Paragraph (5), annuity rate: Assuming deposit for all past services as a Member of Congress subsequent to July 31, 1920, the annuity would be  $2\frac{1}{2}$  percent of a Member's average basic salary as such Member, multiplied by the number of years of such service, but no annuity shall exceed an amount equal to three-fourths of the salary received at the time of his separation from the service.

If a Member of Congress fails to make deposit for all his years of congressional service—beyond the 5 years actually required—the years for which he did not contribute or make a deposit would be counted in computing his annuity, but the annuity would be reduced by the

amount of annuity purchasable with the deposit not made.

See chart of comparative rates of annuity payable as proposed to Members of Congress and to those under the regular provisions of the retirement act.

When regular annuity begins: If a Member of Congress is age 62 or over when he leaves office, his annuity would begin to accrue on the 1st of the month following the month in which he separates.

If the Member separates prior to attaining age 62 his annuity would become effective on the 1st day of the month following the month in which he attains age 62.

Interest on deposits between separation and date of annuity: In the case last mentioned above, his contributions would draw interest from the date of separation, to beginning date of annuity, at the rate of 3 percent compounded annually.

Types of annuity: A Member of Congress could elect any one of three kinds of annuity as follows:

Life annuity with return of any unexpended balance in case of death;

Increased life annuity with forfeiture of any unexpended balance in case of death;

Joint and survivor annuity by which the Member may share his annuity with a survivor either in an equal amount or one-half of the Member's annuity. Most persons name the spouse under the Civil Service Retirement Act.

Paragraph (6), refunds: A Member who elects to contribute to the retirement fund and is separated before becoming eligible for annuity would be entitled to the return of his credited contributions with interest at the rate of 4 percent compounded annually.

No Member who receives a refund as provided above may subsequently become eligible for annuity as such Member, unless he redeposits the refund with interest, but no interest would be required during any period of separation from the service.

Paragraph (7), reelected Member drawing annuity: If a retired Member of Congress, drawing annuity is again elected to Congress he may either (a) have his annuity suspended during his subsequent service and resume the same annuity when subsequently separated, or (b) elect to become again a member of the retirement fund and contribute 6 percent of base pay, during his subsequent service so that his annuity would be recomputed, with the inclusion of the additional service upon subsequent separation—annuity to be suspended.

Paragraph (8) certain congressional service under pending bill not creditable toward annuity for service in the executive branch: This section is designed primarily to prevent a continuance of existing practice under which a Member of Congress after separation as such may receive appointment in the executive branch of the Government and be accorded credit toward annuity for all his service as a Member of Congress.

Under S. 2177 a Member of Congress who has served for at least 6 years, any part of which occurs after the enact-

ment of the bill, may not have credit for his service as such Member toward regular civil-service annuity.

If, however, the Member of Congress has less than 6 years of such service, or if all of his service was before the effective date of the pending bill, such service may be credited toward any annuity under Civil Service Retirement Act for which he may be eligible.

No service is creditable toward an annuity for a Member of Congress, under the bill, except the service as such Member.

No period of service creditable for the purpose of a congressional annuity computation shall be used also for the purpose of a regular annuity computation under the Civil Service Retirement Act.

Paragraph (9) no separation age: All laws relating to automatic separation from the service on account of age are waived for Members of Congress.

Paragraph (10): Defines the term "Member of Congress."

Cost figures: It is estimated that the normal cost for the retirement benefits of the pending bill will be \$198,000 a year.

Normal cost is that figure resulting when both the Member and the Government contribute their shares of the cost currently.

The deficiency cost, or accrued liability, would total \$3,000,000. If this cost be amortized over a period of 52 years—following the procedure of the Civil Service Retirement Act—there would be an annual cost of about \$136,000 until the liability be liquidated.

The deficiency cost or accrued liability arises because of credit allowance for past or previous service.

The above figures are in line with those arrived at by the Retirement Division of the Civil Service Commission.

If we take into consideration that a Member of Congress may now, upon failure of reelection, secure an appointment in the executive service, and upon retirement therefrom secure credit for his congressional service, the figures given are an overstatement because the practice would not obtain under S. 2177.

The CHAIRMAN. The time of the gentleman from West Virginia has again expired.

Mr. RANDOLPH. Mr. Chairman, I ask unanimous consent to extend and revise my remarks so that Members will have for their information in the RECORD, my discussion of the retirement pay provisions as contained in this bill so that the material appears in order.

The CHAIRMAN. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

Mr. MICHENER. Mr. Chairman, I yield such time as he may desire to the gentleman from Minnesota [Mr. ANDRESEN].

(Mr. AUGUST H. ANDRESEN asked and was given permission to revise and extend his remarks.)

Mr. AUGUST H. ANDRESEN. Mr. Chairman, I have long felt the need for a reorganization of the committees of Congress, as well as the procedure of the House. Streamlining of Congress is long past due. I feel that the provisions pro-



viding for congressional reorganization, as provided in the Committee amendment will bring far greater dispatch and efficiency in the handling of legislative matters. I am also convinced that the consolidation of committees with more efficient staffs, will make possible closer scrutiny of all legislative proposals, which will result in the saving of billions of dollars annually for American taxpayers. I shall vote for the rule to bring this proposal up for consideration.

I cannot agree to the provision which increases the salary of Members up to \$15,000, and I will, therefore, vote for the amendment to retain the present salary. I do not feel that Congress should increase the salary of its Members until the Budget has been balanced. While the proposed salary increase does not affect the Members of the present Congress, it is my opinion that a mistake will be made to take such action now. We should take the leadership in keeping expenses of government down.

I recognize that many Members are interested in the retirement fund proposed in this legislation. I want to hear the proposal fully discussed by the members of the committee. If the retirement fund is established, I suggest that all Members desiring to join should be required to make full payment retroactively for the number of years of service, in order that the system may be considered in accordance with sound actuarial principles. No Member of Congress should receive anything for nothing after his service has been terminated. He should be required to pay the same as though he purchased an annuity from a private insurance company.

The reorganization of Congress should not be a personal matter with any of the present membership. We are legislating for the future. Congress needs streamlining now. We are dealing with the largest business in the world, and our constituents expect us to handle their affairs in a businesslike manner, with the realization that we are the official representatives selected by them to protect the economy of our country and safeguard their interests.

Mr. MICHENER. Mr. Chairman, I yield such time as he may desire to the gentleman from Pennsylvania [Mr. KUNKEL].

(Mr. KUNKEL asked and was given permission to revise and extend his remarks.)

[Mr. KUNKEL addressed the Committee. His remarks will appear hereafter in the Appendix.]

[Mr. MICHENER addressed the Committee. His remarks will appear hereafter in the Appendix.]

(Mr. MICHENER asked and was given permission to extend his remarks.)

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the gentleman from Mississippi [Mr. WHITTINGTON].

Mr. WHITTINGTON. Mr. Chairman, I believe that the reorganization of the Congress is long overdue. I think it would be a mistake if the House failed to go along with the Senate in the matter of the reorganization of both the Senate and

the House. I have been a Member of the House for a good many years. I speak from my experience.

The fundamental thing that influences me in the consideration of this bill is the consolidation of the committees of the House so that every Member may be given an important assignment. It is a matter of common knowledge that there are many similar functions considered by different committees. The consolidation therefore of the committees and the consolidation generally as provided in the pending bill will make for efficiency and will promote morale and better service in my judgment in the discharge of our official duties.

In respect to the increase in the salaries of Members I should like to say that personally I oppose the increase from our existing salary of \$10,000 to \$15,000. I am unable to square an increase now of 50 percent in our salaries, when I maintain it would be unwise for such a general increase in wages or salaries to be made in industry, manufacturing, and agriculture. Personally, I favored increasing salaries within the Little Steel formula, but, inasmuch as wages and salaries have been increased about 30 percent, I now feel salaries should be increased to \$12,500.

I do believe, however, that there should be an increase in the aggregate of approximately \$5,000 in the total compensations of Members. I think it would be wise for \$2,500 of that amount to be for the payment of our expenses of living that we duplicate in being required to maintain residences in our districts and in Washington. I therefore favor an amendment that our salaries be increased to \$12,500 and that in addition thereto there be allowed a definite stipulated amount of \$2,500 for each Member to provide for the duplication of our expenses. I think that would be preferable to a straight-out increase of \$5,000, as provided in the bill. I have insisted for years that rent and similar expenses be allowed as deductions, as Members have homes in their districts and must duplicate home expenses in Washington.

Another matter—it is rather minor—is the so-called stenographic pool. There are a number of details in the bill about which I am in doubt. I speak, therefore, with respect to the over-all matter of reorganization, but I do not believe that any Member of the House should be given an advantage with respect to additional stenographic assistance that is not accorded to every other Member. We provide for the chairmen of committees and we provide for staffing those committees, but I urge on the special committee in charge of the bill that there ought to be one yardstick with respect to salaries and with respect to stenographic allowances that is applicable to every Member of the House.

If that provision is not made definite and certain in this bill, the provision or section should be eliminated.

Personally, I oppose retirement benefits for elected public officials, whether those officials be the President or Vice President of the United States, Senators and Representatives of the United States, or senators and representatives in the

State legislatures. I advocate eliminating the retirement section, which is 602, from the bill.

Under the terms of the proposed bill there will be congressional retirement benefits. It is said they are optional, but that is no answer. We merely put ourselves in the same category that our clerical help is now in with respect to the optional feature. Favoring as I do the principle of retirement in business and in the Government services where there are careers, I cannot bring myself to believe that that principle could be applicable with respect to elected public officials. Members of the Senate and Members of the House must pass upon all legislation for the retirement of other Government employees. If the President and the Vice President are to be eliminated from retirement benefits, as provided in this bill, in my judgment, in principle, I believe that retirement benefits should not be made applicable to elected public officials, including Senators and Representatives, and I therefore oppose that provision in this bill and favor its elimination. Retirement benefits for elected officials is contrary to sound public policy.

The CHAIRMAN. The time of the gentleman for Mississippi has expired.

(Mr. WHITTINGTON asked and was given permission to revise and extend his remarks.)

Mr. MICHENER. Mr. Chairman, I yield the remainder of my time to the gentleman from Illinois [Mr. DIRKSEN] a member of the joint congressional committee and one who has given much attention to this whole matter over a period of years.

Mr. BAILEY. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield to the gentleman from West Virginia.

Mr. BAILEY. I would like to ask the gentleman from Illinois to take the time while he is addressing the committee to explain title III, particularly the section with reference to legislation concerning lobbyists.

Mr. DIRKSEN. I shall be glad to do so.

Mr. Chairman, open confession is good for the soul and I do not mind indicating to the House that the particular measure before you today has been of extremely high interest to me for a great many years. I have never felt, and I came here nearly 14 years ago, that I should permit myself to become so inert in my thinking that the old-time religion of congressional procedure was good enough for me if it was good enough for those who antedated me in service; that if there was some improvement we could make in efficiency and economy, if there is some little thing we can do to retrieve the esteem in which this body ought to be regarded by the people in a constitutional, representative democracy, I felt I should lend what feeble talent and zeal I might have to that cause. I have been at it now for about 6 years. The fruition of that feeble effort and even more so the undiminished efforts of the gentleman from Oklahoma, MIKE MONRONEY, who early and late has carried water and



done chores to help bring this about, is before you today.

The joint-committee had long hearings and heard many witnesses. Finally a bill was drawn. It received thorough discussion on the floor of the United States Senate for 4 days, and was concluded on the 10th day of June 1946.

When the roll was called the vote was 49 to 16, meaning that, by a vote of 3 to 1 of the Senators who voted, this measure was adopted. Well, of course, our hopes were high and we looked forward to the day when action might be gotten on this measure before the curtain of the Seventy-ninth Congress might be pulled down.

Here and now I want to pay testimony to the beloved Speaker of the House of Representatives. We have had some conferences with SAM RAYBURN—and I call him SAM affectionately—and sitting in those conferences were the majority leader the gentleman from Massachusetts [Mr. McCORMACK], the minority leader the gentleman from Massachusetts [Mr. MARTIN], the Parliamentarian, the gentleman from Oklahoma [Mr. MONRONEY] and myself. I shall be everlastingly grateful to SAM RAYBURN for the great interest that he has manifested in this matter for a long period of time and for his anxious desire to see that action was taken thereon before this Congress expires. So, Mr. Chairman, speaking as a member of the joint committee, and speaking as one who has been so vitally interested in this matter, I accord you my personal gratitude, and I think the House and the Senate of the United States also owe you a debt of gratitude for the splendid and fine way in which you have looked upon these efforts.

It was with a sense of distress that I read an editorial in one of the newspapers this week that so indefensibly and so unwarrantably attacked the Speaker of this House on the theory that he was the one who occasioned the deletion of one portion of this bill. That is an unconscionable distortion of the facts, for when we were sitting in quiet fellowship in the Speaker's office we explored every item in the bill. We wanted to get a bill that we thought would be given consideration and receive favorable action by the House. So, what was finally contrived was contrived out of a rare and understanding fellowship. So, I salute the gentleman from Texas, SAM RAYBURN, the beloved Speaker of this House, for having helped to give direction and help to pilot this thing so that before this Congress expires some final action can be had on this bill and, I hope, on the conference report that will follow.

Now, Members of the House, it is a question of the approach to this thing. I have not the slightest doubt that you can find lots of things in this bill that can be attacked. Obviously, no finite minds, if they were imbued with all the wisdom of 10 Solomons, could bring a bill of such magnitude, with so much detail and modification, to the attention of this House but what some item would be subject to attack.

We have tried to carry out a basic and fundamental premise. The first part of that premise or formula is to save and economize on time for the Members. I have emphasized and echoed and re-echoed in the well of this House the need for more time so that you can get your feet on the desk, so that you can reflect, free from the pressure and the chores, and do a responsible legislative job. I know that when you get to your offices in the morning the telephone rings. There is a pile of mail, there are callers from here and everywhere. Everybody is interested in the operation of government, and if this is in the early season of the Congress, by the time your committees begin, has there been any opportunity to reflect? You hear witnesses, and in the afternoon you are on the floor trying to digest the legislative proposals that come before us. What time is left, when night after night you have to lug your brief case full of legislation to your hotel room or apartment or to your home, and there find a little time free from the jingle of the telephone bell that strikes like, oh, some great discordant note in your reflections when you are trying to piece out a little something by way of legislation for the country.

What is done here with respect to banning private bills under a residual clause, those that are not covered by the tort claims title, by title can go to the Judiciary of Foreign Affairs Committee. On the average, about 2,500 private claims are introduced in every session of Congress. Somewhere between 250 and 300 get action. But there is a committee that has to go through all that matter. You as a Member representing a constituent must do it. Could we devise any better program, for instance, than to draw a line and say, "Now, look. In connection with tort claims, where money and property are involved, and personal injury and death, why not confer upon the administrative heads of the departments the authority to consider that matter where not more than \$1,000 is involved"? Let him wrestle with it and let him make a report to Congress. In other cases, what better than to endow upon the citizen of the country the right and the authority, notwithstanding the old doctrine under which the king could not be sued by a subject, to go into the district courts? We confer upon the district courts of the country the right to hear these suits, and that immunity is waived. Let the district judge do it. After all, it is his responsibility. So that is the essence of the tort claims title that is here. I think it is very good.

Such a bill was passed a long time ago in the administration of President Coolidge. It passed both Houses and it was vetoed, as I recall, for only one reason, and that was that the General Accounting Office instead of the Attorney General was made the monitor of the public interest in that respect. Then again it passed either the Senate or the House another time, and as of this good hour there is on the Union Calendar of this House a bill which is almost identical with the tort claims title carried in the pending bill, and it may come on for

action before the present session is over. All that is in the interest of time and economy, to get rid of some of these private bills.

Secondly, there is the bridge title. I have introduced bills to secure authority to build bridges over navigable streams, and in a sense of confusion and bewilderment I have often wondered what it was all about. When a bill like that is introduced, what happens to it? It has to go to the War Department. Having been a marine contractor once upon a time and having something to do with bridges I know what the mechanics are. First of all, the Department engineers must determine whether the location is suitable and whether or not it will obstruct navigation. If some dredges and pile drivers are to be brought in to pick up spoils where the caissons are to be sunk, will it constitute an obstruction to navigation in the stream? Who determines that? The War Department. What is the nature of the bridge that is to be built? Does it run at right angles with the stream or does it run diagonally? Is it a traffic hazard? Is the clearance sufficient to take care of the stacks of the inland steamers and other boats and smaller river craft? When they have made that determination they send it up and the committee considers it and sends in the committee report. Is not that a sensible thing to do? Very well. Let us give the War Department blanket authority to consider this question of bridge bills. They have to do the work anyway. We enlarge their authority a little bit under existing bridge acts, and those are not invalidated by the title that is contained in this bill.

The purpose is, you understand, to save time from those chores and those routine matters that are of course indispensable to the country and to the people and particularly to our constituents, but to have them done with dispatch by the staff of your committee and to give you more time. The staffing provisions have the same thing in mind.

Then in addition to the time element we were thinking in terms of efficiency and economy. The staff of the Legislative Reference Service of the Library of Congress is an instance in point. We provide and authorize more money for the Legislative Reference Service. I am very devoted to that service. I think it is a very fine thing. I have often thought what a fantastic business it is, too, with over 12,000,000 exhibits, books, charts, and documents in the library, the greatest volume of them, not even the Bodleian in London excepted, and then to have it there in undigested form. What good does it do, unless we have senior experts to digest it when legislation is before the committees? That is what the people expect, and that is the use we should make of our library. It is designed, of course, to bring information, to bring data, and to bring a finer degree of efficiency in the discharge of our legislative responsibilities.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. TABER. I just want to say that my experience with that outfit has been



discouraging. Just yesterday a very important matter came up which I wanted to work on and I tried to reach the head of the outfit through my secretary and was unable to do so—he was too busy.

Mr. DIRKSEN. In two Congresses before the present one I appeared before the Subcommittee on Legislative Appropriations and asked for \$100,000 for the Legislative Reference Service. I did not get it. If my memory serves me correctly, and I apologize in advance if it does not, my distinguished friend from New York was one of those who opposed it. They have been understaffed. They have been so loaded with work the marvel is that they have done as much work as they have.

Mr. TABER. But the attitude of the outfit toward Members of Congress is wrong.

Mr. DIRKSEN. I have never found anything wrong with the attitude of the Library of Congress, and I have especially found nothing wrong with the attitude of Mr. Ernest Griffith, the Director of the Legislative Reference Service, who has been so helpful and so cheerful about it, and he has assumed every responsibility that I have ever placed in his lap. I think the RECORD will show that I probably use the Library of Congress as much as any Member of the House or of the Senate. I have found them a great instrumentality in helping me to do my work. I use them freely. I have never had occasion to doubt their patriotism, to doubt their loyalty, or to doubt their diligence, but I have had occasion to wonder why the Congress year after year has starved them to death. Here we make authorizations for necessary funds so that they can have specialists in every branch of economic endeavor, which is so essential if they are going to be able to advise the Members and committees of this House. What I am trying to spell out for you is the general approach to this thing, to develop more time to reflect upon our work, and to produce a greater efficiency in the structure of the Congress and a greater economy, particularly in the matter of time.

There are some other things that we seek to do for ourselves. There is the increase in pay. I do not know what disposition the House will make of that. I am only going to make this comment on that item. When this bill was in the Senate it carried the same item of \$15,000 per year. But there was a provision written in when it went to the Senate which provided for the deductibility of the expenditures under the Internal Revenue Code. That was defeated in the Senate and for a very good reason—not that the Senate objected to it, but on the ground that it was a revenue provision. When you examine that very fresh and virile Constitution of the United States you will find that all revenue proposals must originate in the House of Representatives. That is the only reason it was taken out. So if the increase in salary was interpreted along with that deductibility provision, then it would make a perfect picture, do not you know—so it ought to be restored. I think I am free to say that the majority leader of the House of Representatives

has the language and will offer that deductibility clause when we read the bill under the 5-minute rule.

Just a word in reference to the retirement system. I know there are many people in the country who feel we ought to make no provision for the retirement of elective officers. I see no reason why we should not. I see no reason why we should not enjoy the same security provisions that are extended by the civil-service retirement system and the social-security system to almost every person in the country. It is a good system. On one occasion several years ago when we inherited all these bundles for Congress, and I got my share—they did not bother me any—we brought in a retirement proposal here which was really no retirement proposal at all. It was enough on which to starve to death and I did not care for anything like that. Now, we bring you a real retirement system, and you will find the annuities spelled out in the report that accompanies this bill. You make a 6-percent contribution and then at age 62 if you pay in the entire amount you get  $2\frac{1}{2}$  percent of your basic salary times the number of years that you served.

If you pay back only \$2,500, which we accept arbitrarily for the purpose of letting this pay out in the 22-year period, there also you get a reasonably substantial annuity.

Mr. ROBERTSON of Virginia. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. ROBERTSON of Virginia. Is it true that with this 6-percent contribution it will make this fund self-sufficient in a period of 20 years?

Mr. DIRKSEN. That is right; either 20 or 22 years.

I want to add one little thing on this question of salaries and retirement. I want to read to you, with the indulgence of the House, and I hope you will not think I am transgressing when I read what Senator BARKLEY said on the last day this was under consideration in the Senate. I want to read this to you because I think it is priceless. I quote:

I remember when I was in the House of Representatives, when the last increase in salaries occurred for Members of Congress. The salaries were increased from \$7,500 to \$10,000 a year. I voted against that salary increase. I voted against it in part, at least, because 2 or 3 weeks before that I had voted against a general increase in the salaries of Government employees, and I was not willing to vote myself an increase when I had voted against increases for others. The newspapers in my congressional district mentioned rather favorably the fact that I had voted against that increase in salary. Some of them had editorials after this fashion: "Old BARKLEY stood by the people; he did not engage in this raid on the Treasury," and so forth.

Congress adjourned shortly after that, and I expected to be patted on the back by everyone I saw when I got home because I had voted against the increase in the salaries of Members of Congress. I was at home for a week. I went up and down Broadway in my home city and into the stores to see my friends and visit with them. I spent an entire week there, and no one mentioned the subject. No one said a word about it. Finally an old farmer friend of mine, much older than I was, but a very dear friend who always came to town when he heard that

Congress had adjourned, heard that I had returned home, and he wanted to talk about what was going on. He was a well-informed man. We stood in the shade of a brick wall for about an hour and talked about what had happened in Congress. Finally he said, "I see that you fellows in Congress increased your salaries." I replied, "Yes, Uncle Jack. They did, but I voted against it." He looked straight into my eyes for about 5 minutes, and finally he said, "You are just a damn fool."

Now, Mr. Chairman, if the minority whip is present I am going to say this, with his indulgence. Yes. He is here.

You remember when we had this last bill on retirement under consideration. The issue was raised out in his district in Illinois. He is my beloved friend and he is my congressional neighbor. He called up one day and he said, "I wish you would come over here, if you can spare the time."

I went over there. They had a party meeting. They had a great dinner. A very charming and capable lady, fortified with plenty of money, who was an opponent of his in the primary, was there, on my special invitation. She was the one who had advertised in the newspapers in great flaming headlines that the Congressman from that district had voted himself \$348 a month pension. And then, in fine type that you could see only through bifocals, was the rest of the explanation. That gracious lady was sitting there in a company of 500 other members of my party at that dinner. I went particularly that night to discuss that very thing, in the Masonic Temple in Bloomington, Ill. When it was all over and finished the whole issue had been dispelled.

It is time that we on our own responsibility go back home and, without cringing, without showing some kind of public and legislative cowardice, we say to our people, "Sure, I did it, and here is the reason why." We have been running around, too often, and they do not understand our positions. Perhaps that is one of the reasons why the prestige of Congress has gone down in public esteem. Let us not do it. Let us say and do the things that we believe contribute to the better discharge of our responsibilities here, even if it does cost some more money.

Finally, I have said not once but a dozen times, up in Madison, Wis., over in Fort Wayne, Ind., over in South Bend, over in Youngstown, Ohio, recently over in Dayton, and elsewhere where I have had an opportunity to crusade for congressional reorganization, I said: Write your Congressman and make him do it, because the one way to get an independent Congress that will stand up squarely, face every issue no matter how feverish or controversial it may be, is to give them also as we have given to all the other millions of this country a little sense of security in their jobs.

One other item has been a pet of mine. I have been so distressed about the appropriations procedure in the Congress. I have served on the Appropriations Committee for quite a long time. I try to be diligent in my efforts and I leave the verdict in your hands. I have said so often on this floor that a lot of it is



farcical; and let me under the probability that I may be guilty of violating a confidence, just reach into one meeting and pull out the truth. It is good for the country and it is good for us that we be shocked on occasions. When Paul Porter and the OPA people came before the deficiency subcommittee recently and we had hearings there about next year's operations, the amount asked was \$142,000,000. We had some sessions on the matter and finally we put it on a 9-months' basis and gave them \$106,000,000 which is about two-thirds of \$142,000,000. We virtually took Mr. Porter at his word. Was there somebody who could examine into the techniques and the office procedure, into the investigational techniques of OPA and see whether they were spending too much or too little? No; we had no investigation, even though we passed resolution No. 50 several years ago under which we have a staff. But it was not investigated, and that is one reason why these committees must be equipped with investigators who do not go down there for a week or 10 days at a time.

They must go and live in the structure of Government and find the weaknesses and then they must sit at the elbows of the Members of Congress as they are assembled in committees and say: "Ask him this question; ask him that question; ask him how he justifies this expense or that procedure." That is the only way you are finally going to get economy in this country. So we gave them \$106,000,000 for 9 months. It went across the floor of the House and was approved and sent to the other body. When it got to the Senate they did not have a single member of the OPA before a Senate committee and when the bill went across the Senate floor and finally got to conference it had been cut from \$106,000,000 to \$56,000,000; and I do not know why. Then we went to conference and we ragged around. Some said: "Oh, give them \$106,000,000; do not penalize them." Some said: "They should not have that much." One conferee said: "Let's give them only \$25,000,000." Then I reached up into thin air and pulled out a figure. I said: "Mr. Chairman, I suggest we give them \$75,000,000." And that is the figure that went up to the White House in the bill. Is that intelligent appropriating? I say to you we do not get to the vitals of the thing we do in the subcommittee. If we do not, how are we going to balance the budget at a time when the public debt is \$275,000,000,000? There is a way, and that way is written into this bill. It is to have subcommittees of Ways and Means and Appropriations of the House and a subcommittee of the Senate Appropriations Committee, five or seven men from each—and we are going to amend the language here so that it does not require the full committee—we provide that members from the two committees which wrestle with the question of revenue income that is sweated out of the people and filters into the public treasury shall work together with the spending committees of the House and Senate in contriving an over-all fiscal policy.

Here is another group from the two committees charged with the responsi-

bility of appropriating money out of the Federal Treasury. In all the days I have been in Congress, there never has been a meeting of the Ways and Means Committee and the Appropriations Committee, not one. If I am wrong, let any Member stand in his place and challenge that statement. Is that not an amazing thing?

What do the taxpayers think about it? They are the people who are in interest, after all. Here in the files are telegrams from taxpayers associations in Connecticut, Illinois, Ohio and elsewhere, insisting that the provision to set up a legislative over-all budget be preserved in this bill. An effort will be made to knock it out. I hope you will rise, be patient and see that it is preserved. It requires this group of people from these four committees to get together and examine the President's budget that comes here the first of the year, then to spell out an over-all ceiling. We can kick it over if we want to. But think of the moral effect on the tax structure of our country to be able to say that men skilled in finance and in expenditures have contrived a revenue structure, an over-all appropriation structure, that will result in a balanced budget and we can look down the corridors to the year's end, June 30, 1947, let us say, and there at that point we know we will find a balanced budget.

Now, then, who is for this sort of proposal? Does the name of Dr. Fred A. Fairchild, of Yale University, mean anything, one of the greatest financial men of the United States, so great that thousands of hard-headed businessmen who belong to the United States Chamber of Commerce have hired him as a fiscal advisor? Mr. Fairchild came before the committee and said on page 53 of the hearings:

That a budget committee be established in the House of Representatives and in the Senate to set annually an over-all figure for appropriations.

That is what we have written into this bill. Here is our good friend from Massachusetts [Mr. HERTER], who made such a great record in the Massachusetts Legislature. He was explaining the principle before the joint committee, and said:

In the financial operation of Congress, on the other hand, there is no fiscal pattern, and appropriations are made in a vacuum.

You never knew how right you really were unless we can set a ceiling, then we can move on in the direction of that ceiling and correlate our revenues and our expenditures to get a balanced budget when the new fiscal year begins.

There is Harold Smith, Director of the Bureau of the Budget, now with the Bretton Woods organization. Here is what he said:

The Budget and Accounting Act (the act of 1921) contemplated close relationships between the Bureau of the Budget and the committees dealing with revenues and expenditures. Unfortunately, these relationships have never been fully developed.

Oh, Mr. Former Budget Director, how right you are. They have not been developed.

Here is Mr. Adkins, director of the Connecticut Public Expenditure Council, on page 776 of the hearings:

We suggest that procedures be developed to set up an over-all fiscal plan. The present procedure is weak because appropriation bills are passed piecemeal.

Here is former Secretary of the Treasury Morgenthau, who served a long time as Secretary of the Treasury, and you will find this on page 273 of the hearings:

If, for instance, the Ways and Means and Appropriations Committees of the House and the Finance and Appropriations Committees of the Senate could meet each session as a joint committee on fiscal policy to consider the over-all aspects of the expenditure and revenue programs, simplification and greater effectiveness would result.

That from a former Secretary of the Treasury. Finally, here is what the Acting Director of the Bureau of the Budget said in a letter to Senator MURRAY, member of the joint committee, dated June 10, 1946:

So far as section 130 is concerned, it seems entirely proper for the Congress in the spring of each year to state the sense of the Congress in respect to total Federal expenditures, revenues, and deficits.

I submit this question: If the argument is made here that there are no committee rooms in which we can meet, are we going to let a hundred-billion-dollar business suffer because of some momentary physical difficulty? They say, "Oh, your subcommittees cannot start hearings." Is that so? I have always served on one committee that started in December, and you can go on with your hearings just the same and hold up the marking of the bill until the gentlemen who are referred to in that over-all joint committee come in and say, "Look, here is the ceiling." Is there anything to prevent it? There is no argument that can be made against it.

Notwithstanding that fact, I feel impelled to say to you that the chairman of the Committee on Appropriations, who has never been for streamlining the Congress, staged a meeting of the Committee on Appropriations yesterday morning, and out of 43 Members there were 21 present, and only 20 voted, and he came along with a substitute proposal which carried by a vote of 17 to 3, which simply recites what the section contained in the Budget and Accounting Act of 1921, and the chairman moved to strike this out. I hope the House will not go along with that proposal.

Mr. CANNON of Missouri. I am certain the gentleman wants to be accurate. The chairman did not move to strike it out. The chairman made no motion at all.

Mr. DIRKSEN. The gentleman brought in a substitute motion.

Mr. CANNON of Missouri. The gentleman from Georgia [Mr. TARVER] made the motion.

Mr. DIRKSEN. Yes; but who brought the resolution to us. Who was the moving spirit that brought in the resolution that lay on the committee table yesterday morning?

Mr. CANNON of Missouri. The gentleman begs the question. The gentleman says the chairman made the motion when all who were present will re-



call that he did not make the motion. In answer to the gentleman's last question, the ranking majority and minority members of the committee met with the two ranking majority members of the Senate Committee on Appropriations and all agreed that section 138 should be stricken from the bill. It was decided to submit it to the entire membership of the Committee on Appropriations and get their reaction. I had supposed it would be submitted orally but when the committee convened the clerk, with his usual efficiency, had prepared for each member of the committee the print to which the gentleman refers. I had never seen it before. I had not directed that it be printed.

Mr. DIRKSEN. Who engineered it? The clerk certainly does not engineer things like that. Somebody did it.

Mr. CANNON of Missouri. The gentleman has had the exact facts in the case.

Mr. DIRKSEN. Maybe it came from Mars.

Mr. CANNON of Missouri. And the gentleman made many other misstatements.

Mr. DIRKSEN. There is a good deal involved here, and I do not take this sort of thing lying down. I never did.

Mr. CANNON of Missouri. There is too much involved to make misstatements.

Mr. DIRKSEN. The chairman of the Committee on Appropriations has been busy getting out this booklet entitled "An Anvil Which Has Worn Out Many Hammers—Congress and Its Traducers." There are three speeches made there. One was made when the resolution creating the joint committee was before this House. You should read that little booklet. He is not for staffing. He is opposed to committee realignment. He is opposed to making a legislative body. He wants to carry on in the dim dark past, and if you are going to stand for that sort of thing, then we might just as well have no bill. Let it never be said of us by the American people that we are going to reach out for extraordinary benefits, with increased pay, and not give the taxpayer a little show for his money. I admonish you with all the fervor that I can bring to you, if you strike that out, the last hope of a balanced budget may go glimmering. Have we become so accustomed to deficits and deficit spending that we will leave a single stone unturned, a single method unexplored to get back to a budget that will infuse confidence in our people. It is indeed astonishing that Members argue that lack of time, or lack of facilities, or some other equally unsubstantial reason makes this impracticable.

Let me point out to you that this proposal was well considered in the Senate. When the final vote came, 10 members of the Senate Appropriations Committee voted for the bill and only 3 voted against it. Is it to be presumed that members of the Senate Appropriations Committee are so untalented in the fiscal field that they were unable to spell out the meaning and intent of this proposal for a legislative budget. I think not.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Admitting, as I personally, the very great desirability of achieving some coordination between the possible revenues of the Government in a given year and the probable appropriations, I am wondering if paragraph (b) of the proposed bill really gets us anywhere. In the first place, a concurrent resolution would have no effect whatsoever upon the reduction of the public debt; it would not be a law. In the second place, there can be no guarantee that the Congress would adopt it, and even if it would adopt it, a bill might be proposed the next day that would accomplish something else in violation of it, and the subsequent action of Congress would be controlling.

Mr. DIRKSEN. That can be done. The House, having passed a bill, in my judgment would be pretty reluctant to kick over that which it had done the day before, unless you made a pretty persuasive case. Besides that, would you not hear from the people back home who have to pay these taxes that we appropriate?

Mr. CASE of South Dakota. If you really want to make it effective, when you adopt a budget based upon your anticipated revenues, should you not provide that upon the passage of such legislation no bill should be passed in cases of that kind unless it were done by two-thirds?

Mr. DIRKSEN. I wrote a provision like that that I placed before the Committee on Ways and Means in 1943. In fact, we also had language in this bill that we acted upon. However, we did not want to be too inflexible with that sort of thing and then delete some of the provisions passed by the Senate. Our disposition was entirely correct in the matter, but we thought if we went too far it might yet work out properly. We left it with certain flexibility, and after we have a year or two experience under it, we can then approach this question again and analyze this whole technique. We did not do this overnight.

Mr. TABER. I am anxious that we do everything that can be done constructively toward improving the operation of Congress. I want to see every forward-looking move made. But I do not like to see something undertaken here without the slightest explanation of how it would work or whether or not it could work.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. MONRONEY. Mr. Chairman, I yield five additional minutes to the gentleman from New York.

Mr. TABER. I should like to see this thing explored on the floor. I do not care what somebody says about it who is not familiar with congressional procedure. I should like to see the thing brought out clearly. If you are going to have an over-all ceiling upon a budget—a legislative budget—you have to explore for a time and then you have to apportion that proposition. You are going to be subject to all sorts of pulling and hauling and pressure. It is going to be just like an omnibus appropriation bill, where you would have logrolling. We have adopted the other method of appro-

priation because it has been found that it was possible to cut things down by proceeding with people who were not interested in special projects. I hope the thing will be explored before we get through so people will understand what you are shooting at and how you propose to proceed.

Mr. DIRKSEN. That is the whole weakness of the whole fiscal procedure of Congress today. We get so interested in the trees that we cannot see the forest. We get so interested in a few \$5,000 and \$10,000 items that the whole business of an over-all budget finally escapes us. The thing to do is to see it on broad lines and in perspective, to get a real policy, to kick out the policies we do not want that cost money, and then finally resolve it and let your subcommittees work under that ceiling, and even make that a target under which they can effectuate even greater reductions in appropriations and finally in the national debt.

As to the exploration, if you want some interesting reading sometime, get down the old volumes of the CONGRESSIONAL RECORD when the Budget and Accounting Act was debated in 1921. It is marvelous. On that occasion one might have heard the familiar cry, "It will not work." How often that was reechoed in the well of this House. How do we know it is not going to work unless we try it?

There is just enough of adventurous and the pioneering instinct in me to want to try it, because the great goal is an ordered budget, a reconstruction of the whole structure of confidence, that is so necessary in the hearts and souls of the American people today, and a better and a more improved Congress than we have ever had before. That is a goal worthy of any pioneer and of any adventurer who wants to move down into the great caverns and abysses of fiscal relations in government where adventure really lies. Let no small argument be permitted to prompt the removal of that thing out of the bill, because you will rue it all the days of your congressional service.

Let it not be said that we are so selfish that we take staff aid—we take clerical help—we take retirement—we take increases in salary—we take deductibility from income—and then not have something constructive and useful to give to the 140,000,000 people who pay the money that is expended and appropriated by this body.

I yield to the gentleman from Nebraska [Mr. MILLER].

Mr. MILLER of Nebraska. The original bill in the Senate had a provision for an administrative assistant. I believe that is not contained in the House version.

Mr. DIRKSEN. That is taken out.

Mr. MILLER of Nebraska. I wish to inquire whether with the consolidation of the committees does the gentleman feel the individual member will have more work placed upon his shoulders and that he might therefore be in need of an administrative assistant?

Mr. DIRKSEN. I am hoping that he will have less. As a member of the committee that has one or more senior specialists attached to it, he can do more



work and perhaps have a little time for leisure.

Members of the House, we have brought you an integrated bill. If you are going to kick it around, it will be like taking the mainspring out of a watch. It will not work. It will be like taking one of the jewels out of the works of a watch. The watch will not run. Of course, I am not so arbitrary as to feel that you cannot offer an amendment here. But so far as the committee structure is concerned and the staffing of these committees—that has been integrated and worked out. If you kick out one of these things without good and persuasive reasons, then, of course, you are going to break up the definite and precise procedures we are trying to write into this bill. Let the amendments be very persuasive before you permit them to be written into the bill.

Mr. MONRONEY. Mr. Chairman, I yield 5 minutes to the distinguished member of the committee the gentleman from Massachusetts [Mr. LANE].

(Mr. LANE asked and was given permission to revise and extend his remarks.)

#### THE REORGANIZATION OF CONGRESS

Mr. LANE. Mr. Chairman, it was encouraging. It was compelling. It was extraordinary. I refer to the outstanding single fact observed by the Special Committee on the Organization of Congress on which I served as a member. As you know, this special committee, composed of Members of both the Senate and House, devoted a year's full and complete study to the pressing question of congressional reorganization. And the outstanding single fact observed by the committee was the virtual accord of criticism and suggestion proposed by the numerous and expert observers who appeared before us. Here in Congress where the urgent interests of the Nation meet and toss turbulently before being channeled into legislative direction, we rarely meet such a concord of deliberate opinion. The prevailing impulses, the dire need and the vital interest of all our people are represented here and the diversities of public opinion find their expression here. It is as if the waters of our great rivers and our countless streams all flowed in one great sea, met and thrashed and tossed violently before being finally channeled and directed into a great and mighty canal which served the entire Nation.

The special committee devoted a full year's study to this vital question. It heard a great variety of testimony from Members of Congress, political scientists, students of government, and so forth. Yet despite the significant and fundamental nature of the study and the great diversity of testifiers, a substantial, unanimous opinion prevailed. Without exception the witnesses, as we may call them, were thoughtful and thorough, their criticisms reasoned and penetrating, their suggestions basic and formative. I impress this fact because it sounds as a trumpet call to positive and immediate action.

And this clear trumpet call sounds as an impressive contrast to the confused disagreeable sound of isolated and often violent cries raised not infrequently

against Congress and its individual Members. No Member of either of our Houses can have failed to hear often in the past, and ever continuing, the attacks on this body and its Members. When such attacks have been bitter, harsh, unjust, and mean, as they often have been, we have had either to ignore them, which is dignified but not rebuking, or protest them, which is to expose one to degrading controversy. But when there has been a measure of truth in such attacks we have had to bear their entire burden while knowing at the same time that our efforts have been arduous, our intentions sincere. And we have realized more and more, as the burden becomes greater, and the criticisms more insistent, that the fault lay not in ourselves so much as in the legislative machinery we have been operating with.

The problems we face daily are of the complexity of our times, of the variety of our people and its concerns. Legislative work has multiplied, committee work grown more demanding, office work has become staggering. At the same time our effectiveness has been limited, our legislative prerogative greatly deferred to the executive branch, our power of policy making disorganized, our oversight of administrative performance negligible, our access to essential information cut off. Small wonder that our great and unceasing efforts have often ended in confusion. "The mountain was in labor."

And small wonder too that there has been a tremendous surge in recent years in and out of Congress for reorganization, a surge which we hope will gain the highest level. There is not one of us in Congress who did not know that our constant and often distressing burden must be eased, our vigor restored. There are many of us who made specific proposals. And beyond our walls there have been since 1941 a series of independent surveys of the machinery and methods of our National Legislature by public and private organizations. The work and study of the joint committee was the culmination of that surge and the bill proposed, passed by the Senate, and now before us, is the peak of that surge which should sweep over the top. Here in Congress we know the necessity of reorganizing our machinery. The most astute observers of political science have urged it with compelling force. And we owe it to the people we represent to guarantee that their National Legislature is strong and effective. Recent history is too full of pointed warnings of the consequence of the default of legislatures. The decay of national vigor or the surrender of all power to the dictator have been the product of the impotence of the legislature in modern times.

The joint committee has proposed, and the Senate has passed with some limiting amendments, a bill designed to eliminate most of the defects in our present machinery and to enable Congress to perform adequately its main functions of determining policy, authorizing administrative organization and appropriations to carry out policy, and supervising execution of the resultant program. The term "streamlining Congress" is frequently heard in reference

to these proposals. Such a term ignores the structural and basic element of reorganization incorporated. We are equipping ourselves with a modern and more efficient engine which eliminates waste, restores power, utilizes energy to the fullest, and assures continued performance.

Mr. Chairman, I refer to the proposed changes as basic and structural, designed to improve the machinery and method of both Houses and of the Congress as a whole. Before I analyze the separate provisions and indicate their structural improvements, I would like to point out that there is one proposal which I regard as extraneous and not basic. It is a proposal which I do not believe should be part of a constructive plan whose design is reorganization. In the select committee I affirmed for the RECORD as noted in the committee report my opposition to the proposed increase in salary for Members of Congress. I repeat here in insistence that this provision should not be included in the bill, that it is alien to the basic intent of the bill, and declare that if it remains as part of the bill, I must object to its passage.

My endorsement and unstinting support of the Reorganization bill is a matter of record and I reiterate that endorsement here. Consequently, I feel obliged to state why my objection to this single provision is so strong. In so doing I regret the necessity of disagreeing with the other capable and distinguished members of the committee. My opinion is a minority one and this emphasizes the necessity for declaring my reasons. But in so doing I am most anxious to assert, since the issue might be regarded as a delicate one, that this difference of opinion reflects no discredit on either party to opinion.

Mr. Chairman, the committee has proposed to correct the practice of attaching riders to appropriate bills, a proposal we should all endorse since such riders are alien to the intent of the particular bill. These riders tagged on to bills which are assured of final passage, thus ride into the realm of law not on their own merits, but despite them, for often they are provisions which would not otherwise receive the approval of Congress. So they are extraneous to the intent of the bill, usually quite unrelated and even alien, and they do not stop for review and approval before passing into the realm of law. This is not right; we propose to eliminate such a practice.

But in including a salary proposal in a bill which is designed to improve the machinery of Congress, we are doing much the same thing. The salary question is extraneous; it is alien to the proper intent of the bill. We would condone, and, it might be noted, to our own advantage, an abuse of legislative purpose which at the same time we propose to eliminate. This is a weakening inconsistency. Let the question of salary pass or fail on its own merits, debated and voted under open scrutiny.

But it is argued that such a proposal is at one with the intent of the bill, namely to improve the functioning of Congress, since a salary increase would substantially improve the caliber of the



membership. I regard this as a gratuitous assumption. I believe that the salary received by Members of Congress is of slight weight in determining its membership. Men are elected to Congress on the support of the voters of the Nation because their record of public service has been meritorious or their qualifications are outstanding. Men seek election to Congress because they are devoted to or fascinated by public service, enjoy its responsibilities, desire the prestige and accolades that accompany it, are resolved to participate in forming the policy of the Nation and for similar reasons. It is significant in this respect to note that most Members seek reelection year after year, that comparatively few resign, except in wartime, to work elsewhere in public service, and salary is rarely the decisive factor. No, membership in Congress appeals to most of us quite apart from the salary, which obviously does not enrich us, and membership in Congress is determined by a popular vote which imposes a challenging demand on candidates. I am quite sure that a readjustment in our salary would scarcely affect the calibre of Congress. The opposite assertion is gratuitous.

Charles A. Beard, the eminent historian, has been one, and among the most astute, who has pointed out that our deficiencies lie in the system, not the men. He, while making cogent observations on present structural limitations pertinent to our study, has rebuked the oft-expressed opinion that the calibre of Congress has seriously declined. He says:

It is possible to pick out of the CONGRESSIONAL RECORD for the past 10 years addresses (not orations) which for breadth of knowledge, technical skill, analytical argument, close reasoning, and dignified presentation compare favorably with similar utterances made in the preceding century by the so-called great orators.

The improvements proposed by the reorganization bill in the structure of Congress are not only long overdue but they are so thorough and far-reaching that they will modernize Congress. They are not only urgently needed but they promise extremely beneficial results. The study which produced them was thorough. The spirit that proposed them was ambitious. The consensus of opinion that aided in formulating them was of the highest order. They are an integrated series, with the single exception of this salary proposal. While I believe that it would be a mistake to retain this extraneous provision, I will strongly protest against any attempt to reduce the essential body of proposals to segments. It is unfortunate that the salary question has been included; it does not belong. But all else is integral to the purpose and plan, vital to its intent, essential for its efficacy.

The committee has proposed changes which would seek to secure a firm follow-through between legislative decision and executive action, which would not only determine broad policies clearly and decisively but would also review the effectiveness of the policy and the subsequent administration of the policy. Most important of these is a simplified system of standing committees corresponding with

the major areas of public policy and public administration. First, the correlation of the committee systems of the two Chambers with each other would facilitate joint action on specific measures by means of joint hearings. And the coordination of the congressional committee system with the pattern of the administrative branch of the National Government would, as the report states:

Improve the performance by Congress of its legislative and supervisory functions, provide direct channels of communication between the two branches, promote more harmonious and unified action in the development of public policies, and go a long way to bridge the gap between the legislative and executive branches of the Government.

The proposed committee realignment would certainly increase committee efficiency, of prime importance since committee work is the center and nucleus of our system. It is provided, for example, that the Appropriations and Ways and Means Committees of the House shall confer and by such conference guarantee a balance between money obtained in revenue and money expended. The right and left hands of our monetary policy would not only know what the other was doing, but would work together. And working together the committees could exercise more effective insight into administrative policy, as is variously provided. No longer will the tremendous sums of money we appropriate vanish into the great morass of Federal agencies and Government corporations to be freely employed and easily interchanged. We will now appropriate funds knowing what the Federal income will be, and instructing all agencies specifically in the expenditure of those sums. And the committee has further provided against supplemental appropriations by requiring the President to take specific steps to assure that allotted funds are not exceeded.

Of great interest to all of us is the reduction in the number of standing committees and the elimination of special committees. We have all had the experience of being members of separate committees which were meeting at the same time. One of the chief difficulties of the special committee was this very conflict of demands on our time. Not infrequently I was unable to hear the testimony of authorities of special note because of the meetings of the Judiciary Committee of which I serve. The reduction in the number of committees, the specific assignments of committee responsibility and province, and the provision for joint hearings of both the Senate and the House on important matters are all designed to speed up and strengthen our system while minimizing wasted time and confusion, overlapping, and conflict of claim.

Mr. Chairman, as regularly as the clock strikes the hour, and enforced by that striking, every Member is reminded every day of two facts, as closely allied as the hands of the clock. The first is that the demands on his time are incessant and even oppressive, and that his sources of information and assistance inadequate. In the Seventy-seventh Congress a total of 10,793 bills were introduced and 541 joint resolutions. Out of this flood

Congress passed 1,078 House bills and 476 Senate bills. Again in the second session of the Seventy-eighth Congress 953 bills and resolutions were passed, of which only 86 were subject to any real discussion. The other 867 were passed by voice vote or without objection. But it is not only in this flood of legislation that we are overwhelmed. I have mentioned the demands of committee work; yet we know too well that this is only part of the demand. The tremendous detail of office work, which we are unwilling to stint, the public appearances, the special investigations, the trips to or consultations with officers of the Federal agencies, meeting constituents, radio appearances, and so forth—the fact is, as we know well, that we are trying to do a great deal too many things which we regard as our responsibility without being able to do any of them as well as we would like or are able to do.

Furthermore we have hard-working, but greatly overburdened, assistants whose extraordinary efforts cannot keep pace with the demands placed on them. We have five legal counsels trying to assist in drafting legislation not only for 435 Members but for the House committees as well. The committees are forced to do their work with staffs that are but a fraction of corresponding staffs in the executive branch. We must rely on the very representatives of the Federal agencies for information when we are trying to exercise our supervision of their carrying out of the policy we have prescribed. These and many more inadequacies in our modus operandi have been cited insistently as draw-backs to our efficient operation.

So comprehensive are the many changes proposed, so significant is each to our policy and procedure, and so worthy is each of special note that it is impossible here to attend to all. A quick review will, however, show us an impressive array, revolutionary yet fitting. Witness. Improved fiscal procedure. Private bill banned; the claims deferred to the courts. Definite adjournment provided annually. Improved committee procedure. Special committees banned, and committee jurisdiction better defined. Conference rules are defined to prevent the introduction of provisions not approved by either House. Standing committees will exercise continuous surveillance of the execution by the administrative agencies concerned of laws within the jurisdiction of respective committees. Committee hearings will be preserved. More adequate provision made for information on the legislative day. Transfer of appropriations is prohibited to executive departments and units therein, and administrative management analysis are called for from the Comptroller General on efficient and economic administration and expenditure of public funds. The CONGRESSIONAL RECORD to be improved. Committees on the Library and Printing reorganized. Lobbying regulated. This requires a word without curtailing the rights of free speech, of freedom of the press and the right of petition, without applying to publishers of newspapers or other periodicals or limiting people who appear openly and frankly before com-



mittees of Congress, lobbying will be regulated by provisions which include detailed account of contributions, filed statements and registration with specific penalties for violations.

Here are a few of the numerous wise and progressive provisions that make the reorganization bill the epoch-making legislative proposal that it is.

Charles A. Beard, in an article entitled "In Defense of Congress," remarked:

It has spent time, energy, and money investigating every conceivable subject of national concern, but it has never made a thorough inquiry into its own record, into its own weaknesses, and into need of raising its standing and competence as a principal branch of National Government.

That inquiry has now been made, a systematic, courageous, and comprehensive inquiry. We have an historic opportunity. We can effect a modernization of Congress by approving the most significant changes in its structure since its very first session. And simultaneously we can lessen our burden and heighten our accomplishments. We can restore our prestige and effectiveness. We can free our hands then to be able to grip the great issues of these crucial days. We can refute the thesis of the managerial revolution and maintain the instrument of representative government. We can restore the democratic process to government action.

The words of Walton H. Hamilton, professor of law, Yale Law School, in a New York Times article entitled "Blueprint for a Virile Congress" are pertinent:

These proposals are addressed to a situation already ripe for reform. They all stand directly in the line of our great common tradition. They represent the very minimum of adjustment of our accepted political order to the conditions under which the Government must operate today. Administration is an adaptation of the ways of business to the state. And in a world in which the national economy is made up of huge corporate estates, the pressures toward Presidential rule are relentless. But lest the historical trend write its own ticket in an irresponsible Executive or an oligarchy of pluralistic agencies, the American system should be accorded another chance. So, let us restore to Congress, the institution tied up most closely with the liberties of the people, its vital role in the conduct of public affairs. For we are inventive; new techniques must serve ancient ends, and even if administration is here to stay, we need not sacrifice representative government.

I feel that I would be neglecting what almost constitutes a duty if I were to fail to speak my praise of the great efforts and accomplishments of Senator LA FOLLETTE and Congressman MONRONEY, chairman and vice chairman, respectively, of the joint committee to whose creative initiative, patient perseverance, and deep understanding we are indebted for these historic proposals. And we all must feel indebted to Mr. George B. Galloway, chairman of the Committee on Congress of the American Political Science Association, who served with remarkable vigilance and admirable devotion as staff director of the committee. From his profound knowledge of the National Legislature and the National Government and his penetrating, analytical insight came not only

many of the concrete proposals, but the moving and sustaining spirit of our study.

Mr. MONRONEY. Mr. Chairman, I yield the remainder of the time, 7 minutes, to the gentleman from California [Mr. OUTLAND].

(Mr. OUTLAND asked and was given permission to revise and extend his remarks.)

Mr. OUTLAND. Mr. Chairman, I join with those others who have spoken this afternoon in paying tribute to the chairman of the House part of the joint committee which has brought in this bill, the gentleman from Oklahoma [Mr. MONRONEY], and to the other Members on both sides of the aisle who, in my judgment, have brought before us today one of the most important bills to come before the present Congress. It is not perfect. It has flaws. It does not go far enough in many respects, but if we are going to perform the duty that we as public officials should perform and do that job adequately, we are going to have to make a great many changes in congressional procedure.

The gentleman from Illinois [Mr. DIRKSEN] made a splendid presentation of the more important phases of that bill and there is no point in my duplicating them. I would say in passing, however, that the heart of this bill is the reorganization of the committee system. Whenever we start to make any change, somebody's toes get stepped on. Whenever we start to reduce the number of committees, there is going to be an automatic reduction in the number of committee chairmen. But I am sure we realize, Mr. Chairman, that committees are not ends in themselves. Committees are a means to an end, and that goal is the better performance of the job we have been sent here to do. If by a reduction of the number of committees and the consolidation of their functions we can perform a more effective job for the American people, then we should be glad to reduce the number of committees and glad to reduce the number of committee chairmen.

It is quite true that each committee will lose certain functions which it has had in the past. I am proud of the fact that I am a member of the great Committee on Banking and Currency of this House. I think our chairman is one of the most splendid men in this House. Our committee will lose some functions. So will other committees. But the loss of prestige on the part of any particular committee is not the main issue; the point is better over-all congressional functioning.

I may say in passing that it just might have been that if our committee had not had so many jobs on our hands this year, we could have turned out a report on the Wagner-Ellender-Taft bill and gotten it through and obtained a vote on it at this session. But the tremendous load of work this particular committee has been carrying unfortunately has delayed hearings on this vital housing measure. If the other committees had not had so much on their hands they might have turned out legislation that is very important. So I think in the long run this

consolidation of committees is an excellent thing.

Mr. HAYS. Mr. Chairman, will the gentleman yield?

Mr. OUTLAND. I yield.

Mr. HAYS. I want to join my colleague from California in emphasizing this matter of surrendering committee functions. He would agree, would he not, that it is incumbent upon us to think not solely of one committee and its functions if we are to make this tremendously forward step in efficiency? I would call attention to the fact that under this set-up the Committee on Banking, of which both of us are members, loses some of its jurisdiction over foreign loans and agricultural loans. That we would surrender to the Agriculture Committee and the other to the Foreign Affairs Committee functions which we have been jealous of heretofore.

Mr. OUTLAND. I agree with the gentleman completely.

Mr. Chairman, there are two or three additional things I want to mention. One is the registration of lobbyists here in Washington. I do not care from what source an individual receives money or to whom he gives it, but if this Congress is to do its full duty to the American people it should make every individual who represents an outside organization state his income and his outgo. It is a worth-while provision. I hope it will be adopted.

Then, finally, there is a provision which I think is excellent, which sets a definite date for congressional adjournment. If we had had a definite date set for the adjournment of this House when we started this year we would not do so little work on Mondays and do so little work on Fridays, but we would be here 5 and 6 days a week and the work of the House would have been finished before today. It will be a very good thing to have Congress set a definite date for adjournment. Then it will be possible for us to return to our districts more often and keep more closely in touch with our people. Then it will be fair to the 48 States instead of just a few located near the seat of government.

Mr. RANDOLPH. Mr. Chairman, will the chairman comment on the provision that is made to consider legislation which might not be considered under present rules?

Mr. OUTLAND. Yes; I would like to, but I may say to the gentleman from West Virginia that my time is nearly up. I wanted to make two or three other points first. I will try and get to the gentleman's point before I conclude.

I said a few moments ago that in my judgment this bill did not go far enough. I would like to see restored on the floor of the House the provision for an administrative assistant for each Member of Congress. Why should there not be one? Are Members afraid to vote themselves that additional help if they need it to properly perform their duties? I was going to introduce such an amendment but I now understand that the gentleman from Connecticut [Mrs. WOODHOUSE] is going to introduce the amendment. I shall support it here on the floor.

May I say too that I hope joint committees of the House and Senate will be



set up to expedite committee hearings; that measures will be taken to take out of the hands of congressional patronage appointment of men to both service academies. I can see no reason why it should be a congressional prerogative to appoint the future Army and Navy officers. It should be on a civil-service basis, on the basis of merit, alone, and upon no other basis.

I think also the appointment of postmasters should be based on merit and should not be retained in the hands of Congress.

Mr. WHITE. Mr. Chairman, will the gentleman yield?

Mr. OUTLAND. In just a moment. I have only a few minutes and I still have several points to bring out, if the gentleman will pardon me.

I would like to see eventually the provision reinstated in a measure of this nature which will provide for more joint sessions of the two Houses of Congress and for joint committees of the two Houses. One way in which we are going to expedite our work even more than is provided for in this measure is by seeing that committees which are considering the same legislation do not call the same man back to give exactly the same testimony before each one of them. It has come to my attention that in one instance a very important governmental official, one high in the ranks of government, had to come up here eight different times to give exactly the same testimony on the same subject matter before eight different committees. If we make some provision in our reorganization plans to correct that kind of situation I think we will be doing a great service to the country.

Mr. Chairman, I hope this bill is passed by a tremendous majority. I trust also that the splendid work begun by this joint committee this session will be continued in the Eightieth Congress. Only as we criticize and improve our own procedure will we be able to make the legislative branch of our Government achieve its full and rightful place in the American system of government.

The CHAIRMAN. The time of the gentleman from California has expired, all time has expired.

The Clerk will read.

The Clerk read as follows:

*Be it enacted, etc.—*

#### SHORT TITLE

That (a) this act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

Mr. MONRONEY. Mr. Chairman, I offer a committee substitute in the nature of a committee print dated July 20, 1946, which is at the Clerk's desk. I offer that as a substitute for the Senate bill.

The Clerk read as follows:

Substitute offered by Mr. MONRONEY: Strike out all after the enacting clause and insert the following:

#### SHORT TITLE

That (a) this act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

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##### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

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Committee on Expenditures in the Executive Departments.

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Committee on Appropriations.  
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Committee on Civil Service.  
Committee on the District of Columbia.  
Committee on Education and Labor.  
Committee on Expenditures in the Executive Departments.

Committee on Foreign Affairs.  
Committee on House Administration.  
Committee on Interstate and Foreign Commerce.

Committee on the Judiciary.  
Committee on Merchant Marine and Fisheries.

Committee on Public Lands.  
Committee on Public Works.  
Committee on Rules.  
Committee on Un-American Activities.  
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Sec. 136. Legislative oversight by standing committees.

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##### TITLE III—REGULATION OF LOBBYING ACT

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Sec. 402. Definitions.

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Sec. 502. Consent of Congress.

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Sec. 507. Applicability of title.

Sec. 508. International bridges.

Sec. 509. Eminent domain.

Sec. 510. Penalties.

Sec. 511. Rights reserved.

##### TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

Sec. 601. Compensation of Members of Congress.

Sec. 602. Retirement pay of Members of Congress.

Mr. MONRONEY (interrupting reading of amendment). Mr. Chairman, I ask that the reading of the substitute over to line 1, page 4, be dispensed with.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The Clerk read as follows:



## SEPARABILITY CLAUSE

(b) If any provision of this act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the act and of the application of such provision to other persons and circumstances shall not be affected thereby.

The CHAIRMAN. Permit the Chair to say that this substitute is now being read as an original bill subject to amendment. It will be read section by section.

Mr. RIZLEY. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I am one of those who advocate and who believe that there are many things that need to be done for the purpose of improving congressional procedure and I want to congratulate the committee on the very effective and constructive work it has done on this bill. I am in full accord with all of the provisions of the bill insofar as they affect legislative procedures in the House. Of course, I accord to every Member of this Committee the same privilege and prerogatives that I hope they accord me.

I am against the retirement provision for elective officials not only for Members of Congress but of any other legislative body. I think it is wrong in principle. I do not believe it was ever contemplated that the legislative branches of government which must pass upon retirement laws and retirement benefits for ordinary civil-service employees and many others should ever be placed in the same category or should ever place themselves in the same category as those appointed officials or appointed employees who become a part of the working system of the Federal Government. It was intended by the founding fathers when they so wisely set up this system of government that the Congress itself would not be a professional Congress, if you please, but a citizens' Congress of independent individuals, not pensioners of the taxpayers, and if this Congress goes that far I believe that we destroy some of the very things we are attempting to cure.

I am one of those who believe that the Members of Congress should be paid an adequate salary and should be paid an adequate expense account for their actual necessary and legitimate expenses. There is no sound argument or reason why Members of Congress should be required to pay legitimate expenses incurred in conducting official business out of their salaries.

I know that very fine and sympathetic arguments can be made with respect to retirement benefits. I know there are many cases that come to our attention of Members of Congress of splendid citizens, who have given the best part of their lives in faithful and long service here in the House who are insecure in their declining years, but at the same time I do not think that because of those few cases we can afford, as Members of Congress, to place the Congress of the United States in the category of pensioners. It is not a matter, as I see it, of whether we have the courage to do something for ourselves. I voted for the expense account because I thought the

Members of Congress were entitled to it. That is not the question in this bill, but it is a question whether or not the principles of retirement shall be applied to Members of Congress. That is the way I feel about it.

Certainly, we do not cripple the things that my distinguished friend, the gentleman from Illinois [Mr. DIRKSEN] talked about by striking from the bill the retirement feature. I think he made a splendid argument in connection with the need for an improved fiscal policy for this Government, and the coordination that must be had between the Committee on Appropriations and the Committee on Ways and Means. We certainly do not weaken that provision or any other provision of the so-called streamlining of Congress by striking from this bill the provisions for retirement benefits. At the proper time I shall offer an amendment to strike out that language.

Mr. CELLER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I rise to ask two questions of the vice chairman of the Committee on Reorganization, the gentleman from Oklahoma [Mr. MONRONEY]. First, I ask this question: There is enumerated the jurisdiction of the various committees. For example, take the jurisdiction of the Committee on the Judiciary, as enumerated on page 36. I find that there are not mentioned certain subject matters over which the Committee on the Judiciary has always had jurisdiction; for instance, war powers, salary increases of Congressmen, Alien Property Custodian, prohibition, flags. What will be the rule if those subject matters are not specifically mentioned in this bill?

Mr. MONRONEY. I thank the gentleman for a very, very good question. It was the feeling of the Committee on Reorganization that it was a physical impossibility to spell out in complete detail every single possible jurisdictional matter that would be before a committee. We tried to erect this as a guidepost from the House precedents.

The feeling of the committee is—and I am sure it will be the feeling of the House—that unless otherwise specifically provided the existing precedents of the House will apply to committee jurisdictions.

Mr. CELLER. I thank the gentleman. I now ask this question: What about the question of seniority? For instance, the Committee on the Judiciary, of which I am the ranking Democratic member, assumes the duties and prerogatives of the Committee on Claims, the Committee on Patents, the Committee on Revision of the Laws, and the Committee on Immigration and Naturalization. I presume that some Members of those committees will try to get membership on the Committee on the Judiciary. What will be their status in reference to seniority?

Mr. MONRONEY. I will reply to the gentleman that I cannot say. We do not change or interfere in any degree with existing practices in the House regarding committee assignments or the places which are assigned by the Committee on Ways and Means on our side and the

Committee on Committees on the Republican side.

That is still left a matter for the two major parties to determine. The only place that that actually comes before the House is the existing House rule that the chairman of committees of the House shall be elected by the House, which is the existing rule of the House.

Mr. CELLER. It is not the gentleman's recommendation, then, that the seniority rule that now prevails should not be changed?

Mr. MONRONEY. We do nothing whatsoever about the seniority rule or try to regulate the places on the committees.

Mr. CELLER. I thank the gentleman.

Mr. TABER. Mr. Chairman, I move to strike out the last 3 words, and ask unanimous consent to proceed for 10 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. TABER. Mr. Chairman, I feel that this question of section 138 should be brought out in the open and that we should discuss it from the standpoint of its merit and not from the standpoint of generalities. Section 138 creates the legislative budget. It is my desire and my hope that whatever comes out of this bill will help to make the Congress a better legislative body and will permit us to do things in a better way than we can now.

The first question is, is that legislative budget to be anything more than a pious gesture? What would happen at the present time? If we are going to have a legislative budget set up after the President's budget is sent in here approximately the middle of January, what would be the procedure? Either the joint committee of the Appropriations and Ways and Means Committees and the Senate Finance Committee and the Senate Committee on Appropriations, containing 104 members, can go ahead and go into the details through subcommittees or otherwise of the Budget estimates that are sent down here and establish a ceiling relating to each appropriation bill, after complete and thorough hearings, and that ceiling would have to go through that joint committee, or we can have a very cursory examination of the picture by that large committee and they can then present a resolution, if the thing is going to be any good it has to be after thorough hearings. We might just as well be honest with the people back home and these organizations that have been interested in this thing. What earthly use would the Bureau of the Budget's recommendations be if they did not over a period of 4 or 5 months before the Budget is presented to the Congress, hold hearings which are conducted by representatives of the Budget as to each particular department? They have a large number of these hearings running at the same time. If the legislative budget is to be of any value and is to have any integrity, it means 2 or 3 months' work. What does that mean? It means before the Appropriations Committee could go to work and put through its bills and get any-



where it would probably have to wait until that legislative budget was established. Under the amendment, that proposed by the chairman of the committee, the date at which the report would have to be made by that committee would be February 15. They have changed it from the way the proposed bill stood. Would that legislative budget then have to go through the House and the Senate? There is nothing said here as to whether it is proposed that that be done. We were not enlightened on that subject when our friends discussed the matter. I do not know.

In other words, it is a kind of a pig in a poke. We do not know where we are at in connection with it. If we were to wait until after that resolution could be considered by the House and Senate, we could not start the detailed hearings of the committees until then.

I yield to the gentleman from South Dakota [Mr. CASE].

Mr. CASE of South Dakota. I simply want to point out that the bill, of course, makes no requirement that the Congress shall adopt the report of the Budget.

Mr. TABER. No; that is true. It could make no such requirement. But I do not know what their program is or what idea they have in mind. I could get a little better idea of what might be done if I knew.

Let me look at another feature of this. Is this going to result in an omnibus appropriation bill? Is it going to be an omnibus appropriation bill where logrolling can be done? It was the idea of Martin Madden in charge of the Appropriations Committee very shortly after the Budget and Accounting Act was passed that no one should serve on one of the subcommittees if he had a special interest which could be promoted by such an arrangement. As a result of the way he laid out the procedure for the Committee on Appropriations, the committee has been able to approach that with men on the subcommittees who have no special interest to serve and has been able to cut large sums out of those bills. Whether we are to continue that practice or whether we are as a result of this operation to get an omnibus appropriation bill and have it put through by special interests as a result of logrolling is the question involved. All of these recommendations of the Budget must be considered by this 104-man committee and decided in that way. Is it going to be that kind of a budget or it is going to be a budget gotten up by members of the committee who do not represent special interests? I am interested in finding out something about it—as to what is proposed and how it could work. We have had nothing but generalities. If we are going to be delayed until the 1st of March or the middle of March or the 1st of April before we can start Appropriations Committee hearings—and that is the way it looks—I do not see how it is going to be possible ever to get these bills out and have them considered in time to be enacted into law before the end of the fiscal year and in time for them to take effect. I would like to see what these people have in mind. Of course, if it is nothing but a pious gesture and if it is to be done in a slipshod way with ideas

that these people have in their heads—ideas taken out of the air—that is one thing. But if we are going to have a thorough attempt to go through our Budget estimates which are sent down to us by the President, we must work on them just as soon as the Congress is organized, and that work must be done intensively or otherwise we are not going to accomplish any results. I am projecting these thoughts because I want to see the right thing done. I want to see it done because it is the right thing and not because a lot of people have been putting out propaganda or because people who do not understand it have suggested it.

Mr. H. CARL ANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. H. CARL ANDERSEN. Can the gentleman tell me how it is possible for any group to meet along about the 15th of February or the 1st of March and place a ceiling on appropriations without hearings having been held previously to determine what is necessary?

Mr. TABER. If you are going to have the job done intelligently, you must have hearings as a basis for it. If not, your work will be utterly useless.

Mr. ROBERTSON of Virginia. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. ROBERTSON of Virginia. In the summer of 1945, when the Ways and Means Committee had before it a bill to repeal the excess-profits tax, did not the Secretary of the Treasury testify before that committee that the budget for the fiscal year 1947 would be approximately \$25,000,000,000, and is it not a fact that it went up to \$42,000,000,000?

Mr. TABER. I think it is. I remember when he went over there once and was \$20,000,000 off on his estimate for the current year. I was asked to come before the committee and I gave my figures about 6 months before the end of the fiscal year, and I was within a billion or two of the total. But I do feel that this is a serious thing.

Now, look at this budget-ceiling proposition that they have in here. Suppose you put on a budget ceiling, and without having that ceiling allocated to different appropriation bills and different departments the Appropriations Committee should attempt to bring in bills. The first 8 or 10 bills that were brought in might be under the ceiling or they might wipe out the ceiling without getting anywhere at all.

Mr. ROBERTSON of Virginia. Will the gentleman yield further?

Mr. TABER. I yield.

Mr. ROBERTSON of Virginia. Does not the gentleman realize the position in which the tax committee is placed if it proceeds on the assumption that you will have a budget of \$25,000,000,000 and then make a tax cut, and then we find later on the appropriation bills have amounted to \$45,000,000,000?

Mr. TABER. That is a terrible thing. I appreciate the necessity for a balanced budget. I have worked for that ever since I have been here. A great many times it was not effective. On the other hand, at times it has been effective.

Mr. H. CARL ANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. H. CARL ANDERSEN. I think if this committee met approximately the 15th of June and went over the work of the various subcommittees and all the discussions which had been held upon the floor, and then perhaps that committee could recommend to the Congress to slice the personnel throughout the Government by a certain percentage to bring it down to the proposed ceiling, that would be using a little common sense.

Mr. TABER. That might be a good suggestion. I can see how that might work.

Mr. GEARHART. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. GEARHART. I notice it is necessary for the new committee of 104 members to first give consideration to the Presidential Budget.

Mr. TABER. Yes.

Mr. GEARHART. In order to properly analyze and understand the Presidential Budget, it must take this committee of 104 almost as long as it took the Bureau of the Budget to prepare it. Can the gentleman tell us how long it takes the Budget to be sent to us?

Mr. TABER. At least 4 months.

Mr. GEARHART. Then, this committee would have to do that and complete the Budget and have it before the House before the 15th of February.

Mr. TABER. They could not possibly do it short of 3 or 4 months.

Mr. O'NEAL. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. O'NEAL. The Bureau of the Budget met in June and is meeting again this month in the consideration of Budget items for 1948.

Mr. TABER. In other words, they are laying out a program where they will have over 6 months to work on the Budget.

Mr. O'NEAL. And in 30 days this committee expects to tell them where they are wrong.

Mr. TABER. Well, I want to see something done that will help. I want to see these specialists that are going to be provided here go to work and I want to see them have authority to do something, but I do not want to do something destructive.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. PHILLIPS. Mr. Chairman, I move to strike out the last four words.

Mr. Chairman, I hope I am not the only Member of this body who thinks that this is a very good section of the legislative program and who feels that, if it is properly considered, it will be thought to be workable. As one who has spent much time in the past quarter century with the very thing which is being discussed here, I would like at least to suggest that we translate this into simple language. Perhaps we can understand it better.

If you were preparing a household budget for yourself for the calendar year, you would first set up, from some knowledge on your part, the probable amount of money that you expected to have dur-



ing that year. Then you would set up the groups of expenditures into which you expected to put your personal income for that year. You would not worry at the beginning of the year about the details of every group of expenditures, but you would divide your income under the general classifications. You would be very sure in your family, which no government ever is, that you have only so much money to spend, and you would have to keep within it. So here the proposal is to set up the amount of money the Government may properly spend in its financial situation, and then to realize that the Appropriations Committee and the Ways and Means Committee should work together, first to appropriate economically and within limits which do not exist at the present time, and then for the Ways and Means Committee to raise the money as it may safely be raised and still preserve safely our form of government. I think you will see that it will work, and if you will realize that at the present time there is little coordination between the subcommittees in the Committee on Appropriations you will see that anything of the kind would be an improvement over present methods. At the present time you have each subcommittee considering appropriations separately from the other appropriations.

I think the principal thing that must be understood is that in the first year of the application of this new procedure, there would be difficulty. No one here should deny it. It would be the first year, but in subsequent years the experience of the preceding years would tend to help the preparation of the new budget, and in the long run the taxpayers of the United States and the country as a whole would be infinitely benefited.

Mr. CASE of South Dakota. Mr. Chairman, will the gentleman yield?

Mr. PHILLIPS. I yield.

Mr. CASE of South Dakota. To carry the gentleman's analogy of a family budget a little further, if the family were setting up its budget and it appeared they might want to spend more money than they had immediately in sight, would the gentleman think they should immediately go out and try to borrow the money that would be necessary to meet the excess?

Mr. PHILLIPS. That is what the Government does not do and that is what I do not think it should do.

Mr. CASE of South Dakota. Nor I, but I am afraid that is what is proposed in paragraph (b) here. I cannot understand why in advance of maturing obligations Congress should adopt a resolution saying the public debt should be increased until there is an actual need for the cash. That is why I think (b) should be revised to accomplish the apparent objective.

Mr. PHILLIPS. That may be, but I think even if we left it in we would be trying to decide how much we want to spend, and then to consider the ability of the taxpayers to pay. Taxes have already gone beyond the historic 25 percent set down as a safe limit.

Mr. CASE of South Dakota. And certainly I think there should be coordination between revenues and expenditures,

That part of the bill I think aims at a most desirable objective; but I do not see why the Government should go out and increase the public debt in advance of actual cash needs for maturing obligations.

Mr. PHILLIPS. The gentleman makes a good point.

Mr. O'NEAL. Mr. Chairman, I move to strike out the last three words.

Mr. Chairman, having been on the Appropriations Committee for many years and also having handled the legislative budget estimate and being tremendously interested in the reorganization of Congress, I have had some occasion to review the history of legislation of this character. Everything suggested now in this paragraph of the bill presented has been discussed by Members of Congress for 50 years. The proposals that are in this bill today on that subject were discussed on the floor of Congress at least 30 years ago and Congress during that period of time, having investigated the matter thoroughly, has found that such way of handling the business is not the scientific nor the best way.

On the question of saving money and handling appropriations, in my humble judgment, the most authoritative and most expert witnesses that you could possibly call into this picture would be the gentleman from Missouri [Mr. CANNON] and the gentleman from New York [Mr. TABER]. I know of no two men who have done more to help balance the budget or who are more sincerely interested in those things than the gentleman from Missouri and the gentleman from New York. They have lived with this thing. It has been their daily occupation for years. They know what has happened for many, many years, and they tell you without the slightest doubt in their minds that this provision is impractical, it is idealistic, it is wishful thinking, that it will not do a thing to better the situation. In fact, they tell you it will interfere with the proper handling of business on the floor of the House. I concur entirely with their expressions.

There is absolutely nothing constructive or practical in this provision, and anyone who will take the time to go into the matter can see why it is a futile gesture and the result of a futile gesture develops a lack of confidence next year or at some other time when nothing has been accomplished by it.

Mr. Chairman, these budgets come to use after a thorough study of from 4 to 6 months by 850 employees of the Bureau of the Budget. They have sat there and are sitting there today on the 1948 budget, examining every item. They bring it to us after cuts, the best that they can do under the circumstances. They bring it to us, and the Appropriations Committee divides this vast budget among subcommittees which sit down for months and try to cut and trim where it should be cut and trimmed. We do everything we can to save a dollar for the taxpayers. The result is that vast amounts of money are being saved.

Think of the ridiculousness of the proposition offered here. They are going to call the Ways and Means Committee in to help the Appropriations Committee on the proposition, and we are going over

to the Ways and Means Committee and tell them how to do their taxing, what they should put in their revenue bills. Then the Senate is coming over here to tell us about our budget and we are going to tell them about theirs. The result will be confusion because under this bill as it stands today all of this vast and intelligent analysis that is so necessary will have to be done in 30 days under the bill. Mr. Chairman, it is preposterous.

The CHAIRMAN. The time of the gentleman from Kentucky has expired.

Mr. O'NEAL. Mr. Chairman, I ask unanimous consent to proceed for two additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

Mr. O'NEAL. Mr. Chairman, these estimates are worked on by the Bureau of the Budget with 850 employees, with their experts, trying to do a job, and then the Appropriations Committee works on them, to cut them intelligently; yet all of that is to be superseded by a 30-day study by this super committee made up of Ways and Means Committee of the House and the Appropriations Committee, together with the same two corresponding bodies in the Senate. In that 30 days they will tell you what you should appropriate.

Gentlemen, it is ridiculous, and it will bring nothing toward orderly and better Government.

Mr. BENDER. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I am not here to offer any crippling amendments or to make suggestions that would throw monkey wrenches into the works, but when I heard the last speech made by the gentleman who just preceded me, extolling the virtues of the Bureau of the Budget, and how hard they labored to save money for the taxpayers, I could not help thinking about the President's reorganization plans that this House defeated overwhelmingly. The gentleman who was in charge of the Bureau of the Budget, Mr. Smith, on that occasion, even though this House passed the bill providing for a 25 percent decrease in the cost of government, when asked regarding that decrease, said that it had not ever been considered.

I have great respect for the gentleman from Kentucky, and he is most convincing, and because he is so eloquent and convincing, I felt the need to rise on this occasion to point out the fact that the Bureau of the Budget is not so very much interested in saving money. Obviously they were not interested in saving money in the reorganization plans.

I personally feel that the gentleman from Oklahoma [Mr. MONROE], who sponsored this legislation, and the gentleman from Illinois [Mr. DIRKSEN] are on the right track. We have been talking about improving our machinery, and now we have an opportunity to act. Frankly, the cost of government is going up all the time. I do not think so much of the economy job they are doing. I do not think the Bureau of the Budget is so wonderful. I am for this bill, and I am for the amendment suggested by the gentleman from Ohio [Mr. BROWN]. I



think we are doing a good job for the country by voting up this resolution and voting for it unanimously. I trust the gentleman from Kentucky will change his mind as far as this particular feature is concerned.

Mr. O'NEAL. Mr. Chairman, will the gentleman yield?

Mr. BENDER. I yield to the gentleman from Kentucky.

Mr. O'NEAL. If the gentleman is attacking the amendment that we offered, I wish he would stick to the amendment. As far as the bill is concerned, we are all for the bill.

Mr. BENDER. I am glad to hear that.

Mr. O'NEAL. If the gentleman had been on the floor he would have understood it.

Mr. BENDER. I have been on the floor all the while.

Mr. O'NEAL. But the gentleman directs his remarks against the gentleman from Kentucky.

Mr. BENDER. I would not make any argument against the gentleman from Kentucky, because I like the gentleman too well. He is a fine public servant. But I will say this about his statement regarding the Bureau of the Budget economy program. I do not share his view at all.

Mr. O'NEAL. I think the Congress has gotten into a very bad habit of attacking the Budget and giving no credit to many hard-working men down there who are trying to do their job as sincerely as the gentleman is trying to do his.

Mr. BENDER. Frankly I do give credit to them. I think they are a fine agency and I think there are many good men working there. I have no criticism of them except when you tell us how much money they saved and how anxious they are to save money, all I know is that the public debt is going up all the time, and obviously they are not saving any money.

Mr. O'NEAL. Let me say to the gentleman that if he will put it on the doorstep of Congress he will find the answer. It is not the Bureau of the Budget. In this very Congress we appropriated \$3,000,000,000 over and above what the Budget sent up here, \$50,000,000 for airports, \$3,750,000,000 for a loan, \$400,000,000 for housing and other vast amounts. The Budget cannot change it. They carry out what the gentleman and I vote for.

Mr. BENDER. But the Budget has made many recommendations that we revised downward, and we do it regularly, on every appropriation bill.

There are many pressing and difficult issues before the Nation today which demand our keenest thinking. Virtually every one of these problems requires legislative analysis and action. Yet Congress finds itself in the position of seeking to battle a multitude of complex economic, social, and political difficulties with archaic legislative weapons. Our procedure has proven itself painfully slow, cumbersome, and expensive.

A Congress which is forever prodding the Executive to cut down on unnecessary expenditures cannot itself sanction the wastefulness of duplicating committees, hearings, and functions. Nor is there any justification in these days for the expensive double employment of experts by the executive branch of our

Government and by special congressional committees.

Congress will do well to take action at once on the proposal now pending to modernize its functions.

The Nation's pressing problems will be better solved and more adequately considered if this congressional reorganization takes place. Under the terms of the bill now before us, each one of the committees remaining in existence would have a staff of full-time experts keeping its membership informed and working in close contact with executive agencies carrying out the legislative intent of Congress in its field. A joint committee of Senate and House to assure effective cooperation would be set up. Another joint committee representing the majority and minority parties in Congress would be created. Still a third joint committee would become a legislative-executive council.

The need for change in our legislative procedure is apparent to every citizen who follows the daily news. Duplication of investigations, long delays in considering legislation, the ease with which issues distasteful to a few individuals can be effectively shelved are all too evident in Washington.

Mr. RICH. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, section 138, the legislative budget, is something I have been wishing would come before the House of Representatives for a long, long, long time. I tried many times to get the Appropriations Committee and the Ways and Means Committee to get together and determine how much money the Congress was going to have to spend for a session of Congress, and then figure out just how they were going to raise the money they wanted to spend. By that means, a joint committee of those committees of the House and similar committees of the Senate would determine just what our budget would be, and then we would try to hew to the line of a balanced budget.

Mr. VORYS of Ohio. Mr. Chairman, will the gentleman yield?

Mr. RICH. I yield to the gentleman from Ohio.

Mr. VORYS of Ohio. Does not this section provide the answer to the gentleman's famous question, "Where are we going to get the money?"

Mr. RICH. Yes; it provides the answer to the mechanics of how we are going to get the money. It does not provide the money, exactly.

The situation is this. Let us take the home as an example. In any home the father and mother know what the earning power of the home is. Then from that they know just exactly what they can spend in that home. If they spend more than they take in, when they have to go in debt for it they know that it is a burden on the family in future days to get rid of that debt. The only way to get rid of it is to pay it off. That is the only honest and honorable thing to do, to pay it off.

In operating its business the directors of a corporation get together and say, "We are going to do this and we are going to make additions or improvements" and they figure the cost. They know it

will cost so much money. But before they determine that they are going to spend that money they know exactly where they are going to get every dollar of it. They do not obligate themselves for hundreds of thousands of dollars when they do not know where it is coming from. They make arrangements with the banks or somebody else to finance them, and then they know how much they have to make from day to day to pay that debt off.

For 14 years I have been very much dissatisfied with the way we have been squandering, unintelligently, the money of the taxpayers of this country, and I say we have been squandering it, and I say it advisedly. Look at our financial statement and it will reveal its terribly terrible condition to you. We have not used business procedure or business methods in Congress in our financing the Federal Government. If we now adopt section 138 and carry out its provisions, as I hope will be the case, I believe we will be able to do something that will eventually cause us to have a Budget we can balance. If we do not do that, our Government is hopelessly lost, because our indebtedness of \$268,000,000,000 now certainly is an amount that ought to make every one of you shudder. Each one of you owes \$2,000 of that debt, and every man, woman, and child in your district owes the sum of \$2,000. A family of five owes \$10,000 of that debt of this country, and they have to pay it. It is for this reason if for no other reason that we ought to adopt section 138. Also we should not vote any increased salaries to Members at this time, the country is not in condition to accept the increase and they cannot afford to pay it. You must cut down the expenses of government and show the taxpayers that the majority party are worthy of their hire. The stockholders of a corporation would not elect directors that would wreck the corporation and put it into bankruptcy if they knew it. Do you think they would? No; they would vote them out. I say to you, watch out if your stockholders do not do likewise.

Mr. KEEFE. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I have been privileged to be a member of the Committee on Appropriations for a number of years and have tried in the performance of my duties on that committee to give everything I possess in the way of energy, talent, and ability. I want to place myself four-square with the gentleman from Illinois [Mr. DIRKSEN]. The gentleman from Illinois [Mr. DIRKSEN] has today given to the House of Representatives a challenge. So far as I am concerned as a member of the Committee on Appropriations, I endorse what he has said 100 percent. I know the House of Representatives is not going to turn its back upon the provisions in this bill which the sponsors of the bill say, and the distinguished Senator from my own State of Wisconsin [Mr. LA FOLLETTE] says, are the very guts of this bill. Now, let us see what they are arguing about. They say, "Oh, nothing is going to happen if you set up this great superduper committee and if you bring the representatives of the Committee



on Ways and Means and the Committee on Appropriations of the House together with the representatives of the Finance Committee and the Committee on Appropriations of the Senate in a joint meeting to take a look at this budget which the President submits at the beginning of each session." Why not? I ask you. Why should they not take a look? Why should they not examine that budget? Why should they not raise the question as to whether or not it is possible to adopt a legislative budget—a legislative mark, if you please—that the committees of Congress may shoot at in an attempt to balance the budget? The budget that the President will submit in January 1947 is in process of being prepared right now. The chances are that the figures contained in that budget will be 6 months old when they are submitted on the 3d of January. Why should not the Congress, through this committee, have up-to-the-minute estimates of the Treasury Department as to the revenues? Why should not they have the up-to-the-minute figures of these departments submitted so that we can have an up-to-the-minute legislative budget? Perhaps it may interfere somewhat with this Subcommittee on Deficiency Appropriations that has already reported out 3 deficiency bills involving billions of dollars which never were considered by any of the subcommittees of Congress charged with appropriating for the items contained in those deficiency appropriation bills. So far as I am concerned, I am willing to take this step in the direction of an effort to secure a balanced budget. Despite the things that my friend from New York has said and despite the argument made by my friend the gentleman from Kentucky [Mr. O'NEAL] I have not heard one sound argument adduced which to me is a compelling argument against the adoption of the provisions of this reorganization bill which will give this joint committee an opportunity to go over the Presidential budget to try to set up an over-all budget, if you please, that will be up to date on the basis of up-to-date financial estimates from the Treasury Department and set a ceiling that the subcommittees of the Committee on Appropriations can shoot at.

The CHAIRMAN. The time of the gentleman from Wisconsin has expired.

Mr. KEEFE. Mr. Chairman, I ask unanimous consent to proceed for two additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Wisconsin?

There was no objection.

Mr. KEEFE. Mr. Chairman, there is nothing in this proposal that stops the subcommittees from going to work. They will have the Presidential budget before them and there is nothing to stop them from going ahead with their hearings.

I want to tell you, if you sat in these hearings, despite all this breast beating year after year down here, the whole situation of appropriating money, as I have experienced it, is "by guess and by God." That is about what it amounts to. I think it is about time that we began to take some steps in the direction of hav-

ing a more scientific approach to this matter of budget making and the matter of appropriating the public's money. It is because I have such a sincere conviction in that regard that I, as one member of the Appropriations Committee who has spoken on this question many times before, want to endorse to the Congress of the United States the sentiments so ably and magnificently expressed by the distinguished gentleman from Illinois [Mr. DIRKSEN].

The CHAIRMAN. The time of the gentleman from Wisconsin has, again, expired.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this paragraph and all amendments thereto close in 10 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

Mr. HULL. Mr. Chairman, I move to strike out the last three words.

Mr. Chairman, there are many features of this bill which I think are important. The Senator from Wisconsin [Mr. LA FOLLETTE] and the gentleman from Oklahoma [Mr. MONRONEY] and their committee have worked long and hard in preparing a measure reorganizing the activities of Congress. Practically all of us are in sympathy with their views, even though some points may be controversial. But, because it is a good bill, because it will do the job and help improve congressional procedures, there is no reason why some other controversial features should be introduced at this time. In other words, features which might not be adopted if they independently came before the House.

It was only a few months ago that this House had the privilege of voting directly on the question of pensions for Congressmen. The bill was sent back to committee. The House refused to take any action whatsoever regarding it. Previously that question has been before the Congress and has been discussed and turned down. Yet, because this is an important bill and because it is a step in the right direction, even though it is not complete in all particulars, again we have this question of congressional pensions inserted. I happened to be among those who opposed congressional pensions during many Congresses and I continue to oppose them.

Another is the provision for the increase of salaries of Senators and Representatives. There is a way of increasing the salaries of Members of Congress if that should be wise to do so, and that is to bring a bill out of the proper legislative committee, let it receive favorable consideration in the Committee of the Whole, and then a vote by the House, on a ye and nay vote. That is the way to increase salaries and do it fairly and squarely. There is no reason why that particular salary provision should be put into this bill. There is nothing in the procedures of Congress that depends upon the salaries that Members receive. Unless those two features are stricken out, notwithstanding that I favor the purposes of this bill, I shall not vote for it.

Only yesterday the House passed the so-called social-security bill. There are

some 60,000 pensioners in the State of Wisconsin depending more or less upon Federal aid for social security in the small amount allotted to them. Such old-age assistance amounts to about \$30 a month, half payable from Federal aid and the rest by the State and county.

Under the so-called social-security bill passed by the House, yesterday, the old-age pensioners, blind persons, and those children under pension in the State of Wisconsin will receive an additional \$640,000 per year as Federal aid. That will be for the 46,000 pensioners drawing old-age assistance and about 14,000 more on the pension lists of the blind and children's aid. The increase of Federal aid for them will probably amount to not to exceed \$20 per year for every pensioner on the lists. Certainly if there is any reason why salaries should be increased in Congress, or why there should be a wage increase everywhere else, there is every reason in the world why these people, two million and a quarter of them in our country should receive a more reasonable increase in their assistance payments.

Unless amendments are adopted to strike out these, the provision for congressional pension and pay increases, which I do not think are properly in this bill, I shall be compelled to vote against it even though I am heartily in favor of the general purposes of the measure.

The Clerk read as follows:

#### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

##### RULE-MAKING POWER OF THE SENATE AND HOUSE

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that the portions of the bill from line 12, page 5, to line 13, page 24, be considered as read and printed in the RECORD. That portion of the bill deals exclusively with the rules of the Senate over which the House exercises no real jurisdiction, and it would expedite consideration of the bill to treat it in this manner.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

(The portion of the bill referred to follows:)

#### PART 1—STANDING RULES OF THE SENATE

##### Standing committees of the Senate

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

##### "RULE XXV

##### "Standing committees

"(1) The following standing committees shall be appointed at the commencement of



each Congress, with leave to report by bill or otherwise:

"(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Agriculture generally.
- "2. Inspection of livestock and meat products.
- "3. Animal industry and diseases of animals.
- "4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- "5. Agricultural colleges and experiment stations.
- "6. Forestry in general, and forest reserves other than those created from the public domain.
- "7. Agricultural economics and research.
- "8. Agricultural and industrial chemistry.
- "9. Dairy industry.
- "10. Entomology and plant quarantine.
- "11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations, to consist of 21 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil-shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service, but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) Committee on Foreign Relations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

"6. International conferences and congresses.

"7. The American National Red Cross.

"8. Intervention abroad and declarations of war.

"9. Measures relating to the diplomatic service.

"10. Acquisition of land and buildings for embassies and legations in foreign countries.

"11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"12. United Nations Organization and international financial and monetary organizations.

"13. Foreign loans.

"(j) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, busses, trucks, and pipe lines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Merchant marine generally.

"6. Registering and licensing of vessels and small boats.

"7. Navigation and the laws relating thereto, including pilotage.

"8. Rules and international arrangements to prevent collisions at sea.

"9. Merchant marine officers and seamen.

"10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.

"11. Coast and Geodetic Survey.

"12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.

"13. The United States Coast Guard and Merchant Marine Academies.

"14. Weather Bureau.

"15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.

"16. Inland waterways.

"17. Fisheries and wildlife, including research, restoration, refuges, and conservation.

"18. Bureau of Standards including standardization of weights and measures and the metric system.

"(k) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.



"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"(1) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Measures relating to education, labor, or public welfare generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"12. United States Employees Compensation Commission.

"13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedman's Hospital; and Saint Elizabeths Hospital.

"14. Public health and quarantine.

"15. Welfare of miners.

"16. Vocational rehabilitation and education of veterans.

"17. Veterans' hospitals, medical care and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(n) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

"(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

"(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate wing of the Capitol; assignment of office space; and services to the Senate.

"(F) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate wing of the Capitol and in the Senate Office Building.

"(2) Each standing committee shall continue and have the power to act until their successors are appointed.

"(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

"(4) Each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more."

#### Appropriations

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### "RULE XVI

#### "Amendments to appropriation bills

"1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least 1 day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an



existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

Name of committee	Purpose of appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service.	For the Post Office Department.
Committee on Armed Services.	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia.	For the District of Columbia.
Committee on Public Works.	For rivers and harbors.
Committee on Foreign Relations.	For the diplomatic and consular service.

"(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that the further reading of the bill be by the titles of the sections, each section to be open for amendment when the title has been read.

Mr. CELLER. Mr. Chairman, reserving the right to object, and I shall not, I want to ask the gentleman from Oklahoma a question: Would we by the provisions embodied in this bill have the right to change the rules of the next Congress despite the fact that this bill was passed by the Senate and the House?

Mr. MONRONEY. No. It specifically recognizes the right of either House to change its rules at any time. We are merely doing it jointly for the purpose of convenience and clarification. The rules can be changed by the new Congress or by this Congress at any time.

The CHAIRMAN. Will the gentleman restate his request?

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that the bill be read by titles of sections, each section to be considered open for amendment when the titles are read.

The CHAIRMAN. The gentleman means to read the title and not the section?

Mr. MONRONEY. Yes.

Mr. PATMAN. Mr. Chairman, reserving the right to object, how many sections are there in the bill?

Mr. MONRONEY. Probably a hundred sections.

Mr. PATMAN. Will the reading by sections be according to the consent request?

Mr. MONRONEY. The Clerk will read the titles of the sections.

Mr. PATMAN. All right; starting now with section 121, how far would the Clerk read before an amendment would be offered?

Mr. MONRONEY. He would read the first part, of course, and then an amendment would be in order.

Mr. PATMAN. The first part down to where?

Mr. MONRONEY. The Clerk would read:

Rule X of the rules of the House of Representatives is amended to read as follows.

And then the section would be considered as read.

Mr. PATMAN. Then he would get down to page 27?

Mr. MONRONEY. Yes.

Mr. PATMAN. Then rule XI on page 27 would next be in order?

Mr. MONRONEY. That would be the next subtitle the Clerk would read and it would be open to amendment.

Mr. TABER. Mr. Chairman, reserving the right to object. I think if the gentleman wants to give us a chance he will let the bill be read by sections. He can call the sections without reading them, then let us offer amendments.

Mr. MONRONEY. I was trying to do that.

Mr. TABER. Let him call the number of the section and ask for amendments to that section. I think that would be all right. The titles are so hard to find, unless one is exceedingly familiar with it. It will be difficult for anyone to follow.

Mr. MONRONEY. I will be glad to modify my request.

Mr. TABER. Let the Chairman call off the section numbers one at a time and amendments may be offered. I would be willing to do that.

Mr. MONRONEY. I agree with that.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

Mr. MICHENER. Mr. Chairman, reserving the right to object, will the Chair just state what the request is so that all Members will be advised?

The CHAIRMAN. The gentleman from Oklahoma asks unanimous consent that the section numbers be read as they are reached, that the reading of the language in the section be dispensed with but that when the section number is read it will then be in order to offer amendments to any part of that section.

Mr. WHITTINGTON. The Chair will announce the page of the bill?

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The Clerk read as follows:

#### PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

#### Standing committees of the House of Representatives

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

#### "RULE X

#### "Standing committees

"(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

"1. Committee on Agriculture, to consist of 27 Members.

"2. Committee on Appropriations, to consist of 43 Members.

"3. Committee on Armed Services, to consist of 33 Members.

"4. Committee on Banking and Currency, to consist of 27 Members.

"5. Committee on Civil Service, to consist of 25 Members.

"6. Committee on the District of Columbia, to consist of 25 Members.

"7. Committee on Education and Labor, to consist of 25 Members.

"8. Committee on Expenditures in the Executive Departments, to consist of 25 Members.

"9. Committee on Foreign Affairs, to consist of 25 Members.

"10. Committee on House Administration, to consist of 25 Members.

"11. Committee on Interstate and Foreign Commerce, to consist of 27 Members.

"12. Committee on the Judiciary, to consist of 25 Members.

"13. Committee on Merchant Marine and Fisheries, to consist of 25 Members.

"14. Committee on Public Lands, to consist of 25 members.

"15. Committee on Public Works, to consist of 27 members.

"16. Committee on Rules, to consist of 12 members.

"17. Committee on Un-American Activities, to consist of nine members.

"18. Committee on Veterans' Affairs, to consist of 27 members.

"19. Committee on Ways and Means, to consist of 27 members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the members thereof; in the temporary absence of the chairman, the member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

#### "RULE XI

#### "Powers and duties of committees

"(1) All, proposed legislation, messages petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively:

"(a) Committee on Agriculture.

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.



"8. Agricultural and industrial chemistry.  
 "9. Dairy industry.  
 "10. Entomology and plant quarantine.  
 "11. Human nutrition and home economics.  
 "12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations.

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services.

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"1. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency.

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service.

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service, but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia.

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) Committee on Education and Labor.

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.

"13. Welfare of miners.

"(h) (1) Committee on Expenditures in the Executive Departments.

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(i) Committee on Foreign Affairs.

"1. Relations of the United States with foreign nations generally.

"2. Establishment of boundary lines between the United States and foreign nations.

"3. Protection of American citizens abroad and expatriation.

"4. Neutrality.

"5. International conferences and congresses.

"6. The American National Red Cross.

"7. Intervention abroad and declarations of war.

"8. Measures relating to the diplomatic service.

"9. Acquisition of land and buildings for embassies and legations in foreign countries.

"10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"11. United Nations Organization and international financial and monetary organizations.

"12. Foreign loans.

"(j) (1) Committee on House Administration.

"(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.

"(B) Expenditure of the contingent fund of the House.

"(C) The auditing and settling of all accounts which may be charged to the contingent fund.

"(D) Measures relating to accounts of the House generally.

"(E) Appropriations from the contingent fund.

"(F) Measures relating to services to the House, including the House restaurant and administration of the House Office Buildings and of the House wing of the Capitol.

"(G) Measures relating to the travel of Members of the House.

"(H) Measures relating to the assignment of office space for Members and committees.

"(I) Measures relating to the disposition of useless executive papers.

"(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(L) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

"(2) Such committee shall also have the duty of—

"(A) examining all bills, amendments, and joint resolutions after passage by the House; and, in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

"(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

"(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

"(k) Committee on Interstate and Foreign Commerce.

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, busses, trucks, and pipe lines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Weather Bureau.

"6. Interstate oil compacts.

"7. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"8. Public health and quarantine.

"9. Inland waterways.

"10. Bureau of Standards, including standardization of weights and measures and the metric system.

"(l) Committee on the Judiciary.

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.



"16. Apportionment of Representatives.  
 "17. Measures relating to claims against the United States.  
 "18. Interstate compacts generally.  
 "19. Presidential succession.  
 "(m) Committee on Merchant Marine and Fisheries.  
 "1. Merchant marine generally.  
 "2. Registering and licensing of vessels and small boats.  
 "3. Navigation and the laws relating thereto, including pilotage.  
 "4. Rules and international arrangements to prevent collisions at sea.  
 "5. Merchant marine officers and seamen.  
 "6. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.  
 "7. The Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.  
 "8. United States Coast Guard and Merchant Marine Academies.  
 "9. Coast and Geodetic Survey.  
 "10. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.  
 "11. Fisheries and wildlife, including research, restoration, refuges, and conservation.  
 "(n) Committee on Public Lands.  
 "1. Public lands generally, including entry, easements, and grazing thereon.  
 "2. Mineral resources of the public lands.  
 "3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.  
 "4. Forest reserves and national parks created from the public domain.  
 "5. Military parks and battlefields, and national cemeteries.  
 "6. Preservation of prehistoric ruins and objects of interest on the public domain.  
 "7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.  
 "8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.  
 "9. Interstate compacts relating to apportionment of waters for irrigation purposes.  
 "10. Mining interests generally.  
 "11. Mineral land laws and claims and entries thereunder.  
 "12. Geological survey.  
 "13. Mining schools and experimental stations.  
 "14. Petroleum conservation and conservation of the radium supply in the United States.  
 "15. Relations of the United States with the Indians and the Indian tribes.  
 "16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.  
 "(o) Committee on Public Works.  
 "1. Flood control and improvement of rivers and harbors.  
 "2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).  
 "3. Water power.  
 "4. Oil and other pollution of navigable waters.  
 "5. Public buildings and occupied or improved grounds of the United States generally.  
 "6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.  
 "7. Measures relating to the Capitol Building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

"(p) Committee on Rules.

"1. The rules, joint rules, and order of business of the House.

"2. Recesses and final adjournments of Congress.

"(q) (1) Committee on Un-American Activities.

"(A) Un-American activities.

"(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of 'subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

"The Commerce on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

"For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

"(r) Committee on Veterans' Affairs.

"1. Veterans' measures generally.

"2. Pensions of all the wars of the United States, general and special.

"3. Life insurance issued by the Government on account of service in the armed forces.

"4. Compensation, vocational rehabilitation, and education of veterans.

"5. Veterans' hospitals, medical care, and treatment of veterans.

"6. Soldiers and sailors' civil relief.

"7. Readjustment of servicemen to civil life.

"(s) Committee on Ways and Means.

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. National social security.

"(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and

order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans' Affairs—on general pension bills.

"(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last 3 days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

"(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

"(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than 6 months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed 9 months.

"(e) A standing committee of the House shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the committee; (C) if the chairman of the committee, after 3 days consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from



the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

"(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees."

Mr. MONRONEY. Mr. Chairman, I offer several committee amendments which are on the desk.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY:

On page 25, line 15, after the word "of", strike out "25" and insert "27."

On page 26, line 11, strike out "27" and insert "25."

Mr. MONRONEY. Mr. Chairman, this is simply a clarifying amendment changing the number of members on the Ways and Means Committee from 27, which the committee had provided back to 25. Or, I should say, taking it back to its historic number.

The committee did not know it, but the Ways and Means Committee has always been a 25-man committee. The division within the committee has been 15 and 10 between majority and minority. We did not wish to disturb that historical relationship. We add to the 25 members of the Foreign Affairs Committee 2, making that 27 so as to preserve the numerical balance for the committee.

Mr. CELLER. Mr. Chairman, will the gentleman tell us why the Committee on the Judiciary was reduced from 27 to 25 members in view of the fact that that committee absorbs under this bill the jurisdiction of four other committees? Why should it not be 27 instead of 25?

Mr. MONRONEY. The difference between 25 and 27 was largely to see that the mathematical balance of the House was preserved. If the gentleman wishes, he can offer an amendment.

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

The CHAIRMAN. The Clerk will report the next committee amendment.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 27, line 16, after the word "respectively", insert a colon and the following: "Provided, That unless otherwise provided herein any matter within the jurisdiction of a standing committee prior to January 2, 1947, shall remain subject to the jurisdiction of that committee or of the consolidated committees succeeding generally to the jurisdiction of that committee."

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: On page 29, strike out lines 5 to 7, inclusive; and on page 38, strike out lines 1 and 2, and insert in lieu thereof the following:

"10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation,

and government of the Canal Zone; and interoceanic canals generally."

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 29, line 24, after the word "on", insert, "Post Office and."

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 35, strike out lines 18 to 24, inclusive, and lines 1 to 7, inclusive, on page 36 and insert the following:

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

"3. Regulation of interstate and foreign communications.

"4. Civil aeronautics.

"5. Weather Bureau.

"6. Interstate oil compacts; and petroleum and natural gas, except on the public lands.

"7. Securities and exchanges.

"8. Regulation of interstate transmission of power, except the installation of connections between Government water-power projects.

"9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"10. Public health and quarantine.

"11. Inland waterways.

"12. Bureau of Standards, standardization of weights and measures, and the metric system."

Mr. PHILLIPS. Mr. Chairman, I move to strike out the last word for the purpose of asking the chairman of the committee if he will refer to the matter of rural electrification under "agriculture" and tell me whether this in any way conflicts with that.

Mr. MONRONEY. I will say to the gentleman this does not conflict in any way with rural electrification. The purpose of this amendment was to clearly specify that the jurisdiction of the generation of electric power by water and connecting grids for those projects was in the public-works domain, and this leaves the rate-making activities and the stock relationships in the Interstate and Foreign Commerce Committee.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Oklahoma.

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 37, line 17, after the word "water", insert "(except matters subject to the jurisdiction of the Interstate Commerce Commission)."

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 38, line 22, after the word "projects", strike out the period and insert a comma, and the words "and acquisition of private lands when necessary to complete irrigation projects."

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 39, line 5, after "Petroleum conservation", insert "on the public lands."

The amendment was agreed to.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: Page 39, line 16, strike out "and" and insert "including."

The amendment was agreed to.

Mr. CELLER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CELLER: Page 25, line 21, strike out "25" and insert "27."

Mr. CELLER. Mr. Chairman, there is reduced by this bill the number of Members on the Committee on the Judiciary from 27 to 25, despite the fact that a great deal more work is imposed on the committee. Because of the avalanche of business before the Committee on the Judiciary, we have divided our committee into five subcommittees; one on bankruptcy and four separate subcommittees on general legislation. Those committees are now behind in their work, because a tremendous number of bills are continually being referred to the Committee on the Judiciary.

Added to the work of that committee is the work of the Committee on Claims. Over 2,000 claims bills were filed in this very session of Congress. The Federal tort claims bill, which will be passed by the passage of this bill, might reduce the number of claims bills filed, perhaps cut it in half, to 1,000 claims bills, but there will have to be a separate subcommittee of the Committee on the Judiciary to handle those additional claims bills.

It will be essential to set up a separate subcommittee to consider bills involving patents, copyrights, and trademarks.

We also have the added work of the Committee on Immigration and Naturalization. There will be several hundred more bills involving immigration and naturalization.

We have the added work of the Committee on Revision of the Laws. There will be considerable additional work in that regard assigned to the Committee on the Judiciary. It took that committee on law revision about 3 months to revise and codify the criminal code. There are about four or five other sections of the United States Code that must be codified. It will be necessary to have a separate subcommittee to handle those revisions. How we are going to do all that work with 25 members is beyond my comprehension. I earnestly hope that you will give us at least two more members to help us out in the difficult tasks that will confront the Committee on the Judiciary.

Mr. MONRONEY. Mr. Chairman, will the gentleman yield?

Mr. CELLER. I yield to the gentleman from Oklahoma.

Mr. MONRONEY. Will the gentleman permit an amendment to his amendment changing the membership of the Committee on the Judiciary from 25 to 27, and reducing the membership of the Committee on Foreign Affairs from 27 to 25, so we will keep our numerical balance?

Mr. CELLER. That is agreeable.

Mr. MONRONEY. Mr. Chairman, I offer that amendment to the gentleman's amendment.



The Clerk read as follows:

Amendment offered by Mr. MONRONEY to the amendment offered by Mr. Celler: On page 25, line 21, strike out "twenty-five" and insert "twenty-seven" and in line 15 on that page strike out "twenty-seven" and insert "twenty-five."

The amendment to the amendment was agreed to.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York as amended.

The amendment was agreed to.

Mr. CANNON of Missouri. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CANNON of Missouri: On page 45, line 12, after the word "House", insert "other than the Committee on Appropriations."

Mr. CANNON of Missouri. Mr. Chairman, the bill requires that the committees of the House meet on regular days, such meeting days to be selected by the committees. It is not applicable to the Committee on Appropriations for the reason that that committee has no stated days of meeting and could have no stated days of meeting. The committee meets only in response to reports from subcommittees. It is very seldom there is a meeting of the full committee for other purposes. It would be impracticable to call this committee of 42 members together at a stated time when there could be no business for the consideration of the committee. I therefore have offered this amendment to except the Committee on Appropriations from this requirement.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri.

The amendment was agreed to.

Mr. WADSWORTH. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. WADSWORTH: On page 29, line 11, after the period, insert: "13. Scientific research and development in support of the armed services."

Mr. WADSWORTH. Mr. Chairman, the chairman of the special committee, of course, will understand that that is a perfectly simple amendment. Certainly the committee on the armed services should have jurisdiction over legislation relating to scientific research and development in support of the armed services.

Mr. MONRONEY. Mr. Chairman, I think that is an entirely logical amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. WADSWORTH].

The amendment was agreed to.

Mr. LYLE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. LYLE: On page 25, after line 24, insert:

"14. Committee on Post Office and Post Roads to consist of 25 members."

On page 30, strike out lines 4 through 7. On page 38, after line 4, insert:

"(n) Committee on Post Office and Post Roads: All legislation relating to the post office and post roads."

On page 40, line 11, strike out the words "and post roads."

Mr. LYLE. Mr. Chairman, old soldiers die very hard, and the Committee on

Post Office and Post Roads is one of the oldest and best soldiers that has ever served this Congress. Perhaps no other committee in Congress is so intimately associated with the lives and happiness and sometimes the sorrow of the people as is the Committee on Post Office and Post Roads. I know that many of you Members started in that committee, and have worked on it as I have during the long, long "years" of the Seventy-ninth Congress. We have a deep affection for that committee and for its work. We have a great admiration for it and for the things it has done, especially during this Congress. We feel it deserves more recognition and consideration than it is receiving in this measure. As the Post Office Department is represented by a member in the President's Cabinet, much of the work of the Civil Service Committee to which the Post Office and Post Roads Committee has been assigned under this bill deals with personnel.

Much of the work of our committee deals with the laws and problems of the Post Office Department and does not deal with personnel. We feel it has an important place in the work of Congress. Of course, there is not anything exciting about it. We do not report any OPA bills to you. We do not report any national-service legislation or draft legislation, but we never get you in trouble when we do report out bills to you because they are generally popular. We would like to continue to serve as a committee of this House. We feel it is important to the welfare of the country and to the Congress. We feel we can well earn the position that we are asking for. Perhaps there will be some confusion, Mr. Chairman, with reference to the number on the committee, but I believe that can be worked out quite easily in conference if the amendment is adopted.

Mr. MONRONEY. I believe it would be very difficult.

Mr. LYLE. I would be glad to help you. I think it could be worked out.

Mr. MONRONEY. I must say to the gentleman from Texas that we are forced to oppose the gentleman's amendment because we think this is a very, very important part of this whole matter of committee reorganization. If we knock a hole in it now for the Committee on the Post Office and Post Roads, then we will have to knock a hole in it for the Committee on Disposal of Executive Papers and many others. Then, as a result, the whole overlapping committee structure will grow back up again. I would certainly have to oppose the amendment vigorously because it throws the whole set-up out of gear and destroys the plan which the committee has so laboriously attempted to work out.

Mr. LYLE. When I was in the Texas Legislature, every year just as soon as they could, they used to try to do away with some of the district courts down there. There was an old judge who had had his court for a long time. This situation reminds me of this story, and I am going to tell it.

One of the Senators called on him and said, "Judge, we are going to do away with your court."

He said, "My goodness, who is doing that?"

The Senator said, "Well, there is an old lawyer from Dallas who came down and testified against your court."

He said, "He came down to testify against your Honor." The judge said, "I knew he would." He said, "I have known him for 30 years and he has hated me ever since I beat him for county attorney. He is no good." He said, "Who else is down there?" He named another lawyer. He said, "He don't like me either. I caught him stealing money from a widow one time and he has never liked me since." The Senator said, "Wait a minute. Nobody is down here to try to tear up your court." And the old judge said, "Senator, you have made me say awful things, awful things, about two of the best friends I ever had."

I thought the gentleman handling this measure was going to agree to this amendment, so he has made me say some nice things about one of the worst enemies the Post Office Committee has ever had.

The CHAIRMAN. The time of the gentleman from Texas [Mr. LYLE] has expired.

Mr. DIRKSEN. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I hope the House will turn down this amendment by a very resounding vote. Let it be remembered that this bill passed the Senate on the 10th day of June. That is 6 weeks ago. In the Senate they joined up the Post Office Committee and the Civil Service Committee, precisely as we are doing in the House. We have heard no single complaint or protest in all that time. It was not until this morning that I understand a few telegrams filtered in to Members of Congress, probably inspired right down town, telegrams about which that earnest and diligent mail carrier who carries the mail in the cities out home or the man who plods down the country road delivering mail never heard anything.

It can work out very effectively this way. If you are going to disturb this committee structure now, then it will be like pushing over a little tin soldier in a whole row of soldiers, you start pushing them all over.

I am heartbroken over the entreaty expressed by the distinguished gentleman from Texas [Mr. LYLE], but I do hope you will roll back this amendment by a very substantial vote.

Mr. O'BRIEN of Michigan. Mr. Chairman, I rise in support of the amendment, and I ask unanimous consent to proceed for three additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan?

There was no objection.

Mr. O'BRIEN of Michigan. Mr. Chairman, this select committee originated by a resolution of the House in February 1945. Under a resolution to investigate and report, they held hearings for some ensuing weeks and months. No bill was ever introduced in the House until today. A bill was introduced in the Senate. No reference was made to a legislative committee in the other body. The statement was made by the majority leader in the other body that undoubtedly in the House the bill would be referred to a legislative committee and there would be hearings.



This bill has been brought before you today, introduced from the floor. There have been no hearings by a legislative committee in regard to this bill. I say that merely introductory of this: The bill contains in this section which is now before us a provision abolishing the Committee on the Post Office and Post Roads of the House of Representatives. The amendment offered by the gentleman from Texas [Mr. LYLE] would continue the Committee on the Post Office and Post Roads in this House. That is the issue presently before the House.

In the hearings held by this select committee on this resolution to investigate and report there is not a scintilla of evidence, there is not the record of any person with knowledge of postal matters testifying before that committee in behalf of this change. There is a statement by one Member of Congress in the hearings which the committee had published to the effect that the personnel of the Post Office Department being under civil service, therefore the legislative committee dealing with the Post Office Department should be the Committee on the Civil Service. It is my understanding that the entire civilian personnel of the Government is under civil service, so with equal logic one might say that the Committee on Agriculture, the Committee on Labor, the Committee on Ways and Means, and practically every other committee of the House should be abolished and all should be absorbed into the Civil Service Committee. Obviously, the fact that the personnel of the Post Office Department, like the personnel of every other department of the Government is under civil service is not a just reason for inferring that all the body of the law relating to the Post Office Department should be referred to the Civil Service Committee. Now, what is that body of law? Let anybody who wishes to inquire, and especially members of this select committee who made no inquiry into the subject whatsoever, as is revealed by the printed testimony—let them step into the library off the floor of this House and ask for the United States Code and see the body of law relating to postal matters. The Post Office Department is the largest single—what shall we say, business, utility, or enterprise?—not in the United States only but in the world. Its functions circle the globe; its functions relate to much more than personnel, but even in the matter of personnel it has always been the judgment of those who were aware of postal matters that such legislation should be separate and apart from general civil service legislation. But apart from personnel matters, the committee functions deal with legislation concerning the policy and operation of the Post Office Department. The functioning of this enterprise, the Post Office Department, is a business whose annual revenues approximate \$1,600,000,000. It is a business enterprise or utility, whatever you call it, which is governed in its operations by laws of the Congress. To say that all the functions of that large enterprise, international in character, far more than personnel, involving finance, involving air mail, involving postage rates, involving foreign mail, should be referred to a committee

that has to do with reports from the Civil Service Commission is ridiculous.

I think I can make the statement with absolute accuracy that no one connected with the postal service whether as employee, supervisor, Postmaster General, or anyone else in this far-flung enterprise has advised this committee to do the thing they have recommended.

I have in my hand a letter from the Acting Postmaster General. He has been a career man in the postal service, Jesse Donaldson. There is no partisanship in his statement. I wish to read this paragraph which is in response to my request for advice. He writes as follows:

Title 5 of United States Code, deals with executive departments and Government officers and employees. Title 39 of United States Code contains 22 chapters dealing entirely with the Postal Service. These chapters cover laws involving all postal-service problems such as classification of post offices, city-delivery service, rural-delivery service, establishment of post offices, money-order service, postal-savings service, air-mail service, rural-delivery service, foreign service, as well as rates and accounts and revenues of the postal service. It would, therefore, appear to me that there should be some distinction between postal legislation and purely civil service or employee problems. I would think that the Committee on Post Offices and Post Roads would be better equipped to handle these various postal problems, aside from the employee problems than would a committee handling civil-service matters. There are many problems handled by the Committee on Post Offices and Post Roads having to do with the conduct of the Postal Service, especially with reference to legislation affecting the Postal Service which have little or nothing to do with the employee civil-service problems.

I do not know what motive might have existed in the mind of the committee to make this recommendation. It certainly had nothing to do with any testimony produced in the hearings and it certainly had nothing to do with legislative efficiency.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on the pending amendment close in 15 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The gentleman from Illinois [Mr. MASON] is recognized.

Mr. MASON. Mr. Chairman, I am in full accord with the objectives of the special committee in the streamlining of Congress, at least I am in full accord with the objectives that they announce on this floor. One was increased efficiency in the legislative department, another effectiveness, another the saving of time, and so forth. In order to bring that about they propose to telescope 48 committees of the House into 19 committees, doing away with 29 committees. I have no objection to that if it will accomplish the objectives that they say they want to accomplish. But I call the attention of the committee to the fact that the Post Offices and Post Roads Committee of this House is a major committee and always has been. This major committee has departmental rank be-

cause the head of the postal service is a member of the President's Cabinet. This Post Offices and Post Roads Committee handles not only the personnel, which is a small part of it, but handles the complicated rates and the complicated schedules of the Post Office Department. I know something about tariff rates and I know something about tax rates, and these postal rates are as complicated as the tariff rates and tax rates which the Ways and Means Committee handle. When you telescope that major committee, which is a board of directors for a corporation handling a billion dollars a year—it takes in a billion dollars and spends a billion dollars—into the Civil Service Committee that has had nothing to do with rates, are you bringing about efficiency or effectiveness or are you saving time? I want to ask if anyone in this House can justify that kind of telescoping? It is a billion-dollar corporation, the largest in the Nation, yet you propose to do away with its board of directors and hand that billion-dollar business over to another committee which has had no experience whatever in the major field that this committee handles.

Mr. Chairman, I do not think that is bringing about effectiveness, I do not think that is bringing about efficiency; in fact, in my opinion, it is going to bring about a period of chaos, and goodness knows, we have had enough of that.

We ought to adopt this amendment which would preserve the Post Offices and Post Roads Committee in order to handle the very complicated business of the postal service.

The CHAIRMAN. The Chair recognizes the gentleman from Missouri [Mr. COLE].

Mr. COLE of Missouri. Mr. Chairman, the Post Offices and Post Roads Committee of the House is one of the oldest committees of the House. Its 25 members are the board of directors of the Post Office Department. We all know that the postmaster General is changed with each change of administration and we all know that most postmasters throughout the United States are changed with each change in administration; therefore it is the Post Office and Post Roads Committee that is the balance wheel for the Post Office Department, the greatest business in the world.

It would be a serious mistake to change this committee and place the business of the Post Office Department under the Committee on Civil Service, a committee that has heretofore dealt entirely with the Civil Service employees. But that is what this reorganization bill proposes to do. The members of the Post Office and Post Roads Committee have made a study of the postal services. At this session of Congress we have reported and passed bills pertaining to postage, to air mail, to air mail parcel post, and to salary increases for postal employees. We are familiar with these subjects. We are familiar with all the workings of the Post Office Department. To do away with this committee and place it under a committee that has had nothing to do with and no knowledge of the workings of the Post Office Department would, in my



opinion, be detrimental to the postal service.

I sincerely hope that the amendment offered by the gentleman from Texas will prevail.

The CHAIRMAN. The Chair recognizes the gentleman from Oklahoma [Mr. MONRONEY].

(Mr. MONRONEY asked and was given permission to revise and extend his remarks.)

Mr. MONRONEY. Mr. Chairman, this is not just an amendment to reestablish the Post Office Committee. This is an amendment to decide whether you want a sprawling, overlapping, crazy-quilt of 48 standing committees or whether you want to do a job of reorganizing these committees as proposed.

You vote this amendment up and the House will be here until next week establishing other committees, giving back old jurisdictions, and we will find ourselves in the same hopeless morass of legislative difficulties that we are now certainly under.

I regret very much that some Members might be displaced from a standing committee called the Post Office Committee, but aside from that I can see no legitimate objection to the proposal as made in the committee bill.

We have changed the name of the committee from the Civil Service Committee to the Post Office and Civil Service Committee. We make that a major committee. The Civil Service Committee is now composed of 21 Members. Many of those Members enjoy high seniority on other committees, and they will choose their committees. You have the opportunity not to waste the learning, the astute understanding, the complete mastery of all the postal laws that have accumulated during the years by the Members of the Post Office Committee.

They surely will be eligible for membership on this merged committee and they will be able to enjoy and exercise this learning that they have. At the same time you will be putting their learning on the Civil Service Committee which handles practically the entire load of the Government personnel and personnel problems and now will include post-office personnel as well.

I surely think with the capable and intelligent gentlemen of the Post Office Committee who will go on this merged committee, that the rate-making difficulties that have been worried about here can surely be resolved.

I have more confidence in the Members of Congress who are placed on the committee, who are doing a good, hard job wherever they are placed, to not believe that we work in an absolute vacuum; that members of the Civil Service cannot know or learn anything about the post-office work.

My experience is that when legislation comes to us from the departments for consideration, it is pretty adequately documented and adequately explained, so the man who is conscientiously working to understand this thing will be able to understand what the department is trying to do.

Mr. O'BRIEN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Michigan.

Mr. O'BRIEN of Michigan. Would the gentleman tell us what testimony he had before his select committee to support this recommendation? I have read the testimony all the way through and I have not been able to find anybody informed on postal matters that made the recommendation to support this provision in the bill.

Mr. MONRONEY. I will say to the gentleman that if we had called in all of the hundreds of agencies of government, whose business is scattered over the 48 overlapping committees, to testify, that the year would be 1956 before you would ever have a report from this committee. We placed the Post Office Department in the same position that we placed other departments of government. This is a congressional reorganization and I, for one, as a Member of Congress do not intend to let the executive agencies tell us what our organization should be on Capitol Hill.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Missouri.

Mr. COLE of Missouri. Are we putting the Committee on the Post Office and Post Roads under the Committee on the Civil Service, or are we putting the Committee on the Civil Service under the Committee on the Post Office and Post Roads by this move?

Mr. MONRONEY. The committees go together. We have explained time after time that we are not interfering with the prerogatives of the Committee on Committees on the Republican side or the Committee on Ways and Means on the Democratic side to determine these committee assignments. I think that has been rather well and adequately handled by the two parties of the House and under the traditions of the House.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Texas [Mr. LYLE].

The question was taken; and on a division (demanded by Mr. COLE of Missouri) there were—ayes 46, noes 92.

So the amendment was rejected.

Mr. BIEMILLER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BIEMILLER: On page 26, strike out all of lines 6 and 7.

(Mr. BIEMILLER asked and was given permission to revise and extend his remarks.)

Mr. BIEMILLER. Mr. Chairman, when the Seventy-ninth Congress convened an amendment to the rules of the House was passed. That amendment created the Committee on Un-American Activities as a permanent committee of the House. Previously that committee had been a special committee. You will recall that when that amendment was adopted there was a sharp division of opinion among the Members. It was not adopted by a large majority. Those who voted against it were of the opinion that the creation of such a committee would not add anything of value to the work of the House.

I am offering this amendment today so that Members who were dissatisfied

on the opening day of the session and do not believe that there should be such a permanent committee will have an opportunity to voice their opinion.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. BIEMILLER. I do not yield.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield for a correction?

Mr. BIEMILLER. I yield.

Mr. COLE of Missouri. When this committee was adopted as a permanent committee of the House, as I recall, there were only 81 votes cast against it.

Mr. BIEMILLER. I think the gentleman is in error. He will find there were in excess of 180 votes cast against it.

Mr. MASON. There were only 81. Will the gentleman yield?

Mr. BIEMILLER. Mr. Chairman, I will not yield further at this time.

Mr. MASON. Mr. Chairman, will the gentleman yield on that point?

Mr. BIEMILLER. I do not yield on that point.

Mr. MASON. Will the gentleman yield to clarify that?

Mr. BIEMILLER. Yes; surely.

Mr. MASON. I looked the matter up yesterday in the CONGRESSIONAL RECORD of May 17 this year and just 81 votes were cast against it.

Mr. BIEMILLER. Mr. Chairman, let us keep the record straight. I suggest that when gentlemen try to correct a Member who has the floor they make sure they know what the Member was talking about. I stated that the Un-American Activities Committee was created in January of 1945 and there were over 180 votes cast against the adoption of the committee at that time. The exact figure is 186.

Since that committee has been functioning certain things have happened that many of us have not liked. I am going to refer only briefly to one of those things to illustrate my point as to why I do not believe this committee should be in existence.

You will recall that an employee of this committee, a certain Mr. Adamson, has written threatening and insulting letters to several people in the United States wanting to know why they used the word "democracy" to describe the Government of this country. He has inferred they were un-American because they used the word "democracy" and the Committee might have to investigate them. I think most of the Members of the House are aware of the fact, for example, that in the ritual of initiation proceedings of the American Legion the Government of the United States is described as a democracy. Furthermore this country has fought two wars in defense of democracy. Who is this man, Adamson, who says democracy is un-American? We cannot let this type of activity continue and think we are going to enhance the prestige of the House of Representatives. So, I repeat, I simply offer this amendment today to give to those Members who are opposed to maneuvers like those of Mr. Adamson a chance to express their opinions. We are debating a bill to create a new committee structure in the House and I do



not believe we need the Committee on Un-American Activities.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this amendment close in 4 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. REED].

Mr. REED of New York. Mr. Chairman, I have taken the floor quite a number of times heretofore when the House has not seen fit to pass some of the provisions which you find in this bill. The reason I am taking the floor now is simply that I do not like to hear the Members, although they have a perfect right to do so, take the floor and speak as if this bill was going to bring in a new civilization. As a matter of fact, this old country of ours for more than 150 years has met every crisis that our country has had to meet and it has met each crisis under the system by which we legislated for a century and a half. We went through the Civil War which tore this country from one end to the other. We went through the Spanish-American War. We went through the First World War, and we went through the Second World War successfully. We not only met the issue ourselves, but we helped other countries to meet the issues involved in these wars. I think the committees of Congress have functioned very well. To get up here and call the rules and procedure a "crazy quilt" is something of which I do not approve. The country has done well in the past under time-tested rules of procedure. Of course, there are certain provisions in this bill that I do not like, but there are others of which I do approve. I know members of the special committee have worked hard and conscientiously and they feel that they have brought forth something constructive for the American people—I hope they have. With certain modifications of the bill, I shall support the Legislative Reorganization Act of 1946.

The CHAIRMAN. The Chair recognizes the gentleman from Oklahoma [Mr. MONRONEY].

Mr. MONRONEY. Mr. Chairman, this amendment would completely wreck the committee reorganization and it really has no place in the project that we are now undertaking.

I happen to have opposed the establishment of the Committee on Un-American Activities when it was before the House for consideration, but we have vigorously tried to keep out of this bill everything except that which deals with the functional reorganization of Congress.

There are no political considerations or ideological considerations involved in this. I do hope the committee will allow us to go ahead so that we can provide ourselves with better-running machinery which we so badly need in this day and age.

Mr. McDONOUGH. Mr. Chairman, I am opposed to the amendment proposed by the gentleman from Wisconsin [Mr.

BIEMILLER] to abolish the Un-American Activities Committee, in my opinion this committee is serving a definite and necessary function to the Congress and the Nation in revealing subversive and un-American activities which are detrimental to the best interests of national security.

In spite of the criticism that has been leveled at this committee as to its functions it nevertheless must be continued and the dignity of the House and its power to subpoena witnesses in order to reveal subversive activities must be protected.

There are underground forces operating in this Nation which must be continually watched, there are forces operating under the guise of democracy that have no other purposes than to weaken or if possible overthrow this Government. These forces operate under the privilege of freedom of speech and freedom of the press who would, if they succeeded in gaining power, abolish the freedom of speech and freedom of the press which they now use to gain their objective. Due to the nefarious and subtle manner in which these forces operate they have succeeded in enlisting many influential citizens in their cause. They have succeeded in obtaining large sums of money for propaganda purposes. They have succeeded in electing to public office many candidates that espouse their causes in legislative bodies throughout the Nation.

We need this committee to unearth these activities. We need this committee to put these forces on notice that we as a Nation will not stand for these activities. If we want to change our form of government we can do it by constitutional processes provided for in our Constitution. We do not need the demoralizing activities of these foreign and communistic influences usually found in these subversive groups that try to introduce foreign ideas and ideals into our bodily politic.

I have consistently supported the Un-American Activities Committee since it was established. When it was established I would have preferred to have seen it set up as a special committee with equal representation of both major parties on its personnel. My position in that regard was misunderstood as meaning that I was opposed to investigation of subversive and un-American activities. Nothing could be further from the truth. I shall always oppose any un-American or subversive force or group that attempts to weaken or demoralize the Government of the United States, the greatest government in the world for the benefit of all of the people all of the time.

I urge the defeat of the amendment submitted by the gentleman from Wisconsin [Mr. BIEMILLER] to abolish the Un-American Activities Committee of the House.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Wisconsin [Mr. BIEMILLER].

The question was taken; and on a division (demanded by Mr. BIEMILLER) there were—ayes 25, noes 127.

So the amendment was rejected.

The Clerk read as follows:

*Delegates and Resident Commissioner*

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

"RULE XII

*"Delegates and Resident Commissioner*

"1. The Delegates from Hawaii and Alaska, and the Resident Commissioner to the United States from Puerto Rico, shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider."

*Reference of private claims bills*

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

*Private bills banned*

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.

Mr. LEA. Mr. Chairman, I ask unanimous consent that we may pass by the first paragraph of section 131 and return to it after the Committee has acted on title V.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

The Clerk read as follows:

*Congressional adjournment*

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

*Committee procedure*

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.



(e) Each standing committee shall, so far as practicable, require all witness appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

Mr. HERTER. Mr. Chairman, I offer an amendment, which I send to the desk. The Clerk read as follows:

Amendment offered by Mr. HERTER: On page 49, after line 4, insert a new subsection to read as follows:

"(g) Each standing committee of the Senate and the House of Representatives shall set aside a regular period during each month to afford opportunity to Members who have introduced any bill or resolution to appear before the committee to explain the measure and outline the nature and character of the considerations which in their judgment support its passage."

Mr. HERTER. Mr. Chairman, this amendment is phrased in the exact language of the provision carried in the bill originally reported by the select committee and passed by the Senate. Apparently it was left out in the drafting of the bill that is now before us, for reasons with which I am not familiar.

It is a very simple amendment which, to my mind, carries out in part the argument used by the gentleman from New York [Mr. WADSWORTH], in regard to the morale of Members of the House, and likewise performs a really useful service. Today a great many Members of the House, particularly the younger Members, are humiliated by having to go back to their districts and tell the people in their districts that a certain bill which they filed with the House of Representatives had not only never been acted upon, but that the chairman of the committee in charge of the bill had never even allowed the Member 5 minutes before the committee in which to explain the purposes of the bill.

All this amendment would do would be to require committees either in executive session or through subcommittees or in whatever way they might choose to allow Members to come before them at regular times to say in a few words as to why they had faith in a particular bill that had been referred to that committee.

Mr. RIVERS. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield.

Mr. RIVERS. Does the gentleman's amendment provide that they shall also take action or just give a hearing?

Mr. HERTER. It does not require them to take action of any kind and does not even order them to give hearings. It merely permits a Member who wants to come before the committee and say a few words in support of a bill he had pending before the committee to explain his bill and why he feels it is of sufficient importance to warrant consideration. From that point on it does not compel the committee to do anything.

Mr. RIVERS. Does not the gentleman think there should be disposition made of the bill after hearing?

Mr. HERTER. I do not think so necessarily. This would not be a full hearing. It would merely allow the Member to appear before the committee and say a few words in support of the bill.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield.

Mr. JUDD. Would the gentleman's amendment allow a Member to get his bill before the committee despite unfavorable action on the part of a particular chairman regardless of the reason for his action?

Mr. HERTER. The gentleman is absolutely correct. I have had that experience and I think other Members have.

Mr. JUDD. I am heartily in favor of the gentleman's amendment.

Mr. HERTER. We have all had experiences where the chairman of a committee or a subcommittee arbitrarily refuses to let certain bills come before the committee. This amendment would at least secure to the Members an opportunity to say a few words in support of their bill and not face their constituents and say they could not even get five minutes' time in which to speak before a committee on the bill. It would not be left entirely up to the whim of the chairman.

Mr. MONRONEY. Mr. Chairman, I would just like to explain this amendment. It was in the original Senate bill. In conference with the leadership we agreed to delete it from the bill because of controversy that would seem to arise. I do not, therefore, feel that the committee could accept the amendment and must register our opposition to its adoption.

It is up to the House to determine the question on that basis.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Massachusetts.

The amendment was agreed to.

Mr. PITTENGER. Mr. Chairman, I ask unanimous consent to return to page 46 for the purpose of offering an amendment.

The CHAIRMAN. Is there objection to the request of the gentleman from Minnesota?

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. PITTENGER: On page 46, line 19, strike out all of lines 19 to 24, inclusive; and on page 47, line 6, strike out all of lines 1 to 16, inclusive.

Mr. PITTENGER. Mr. Chairman, I realize that an amendment at this time with the present disposition in evidence may be more or less futile, but I want the RECORD to show that I think the House is making a mistake to abolish one of the old, historic committees of the House and Senate, namely, the Committee on Claims. There would have to be some perfecting amendment if this one were adopted.

In my opinion the machinery set up in this bill for handling claims against the Government is worse than any objection that may be found with existing

committees. I hope the House will retain the Committee on Claims, unless we have reached a point where we want to make a brand new departure in the history and theory of government and reverse the theory that you cannot sue the sovereign. If you do not want to do that then you had better adopt this amendment; otherwise you establish a new principle to the effect that people who have a claim against the Government can sue the Government. Those who may think they have a claim have no redress whatever under this bill if it is passed, except as their case is authorized in the courts.

I hope the House will adopt the amendment and retain the Committee on Claims.

Mr. MONRONEY. Mr. Chairman, this does not reestablish the Committee on Claims. This merely messes the whole thing up because there would be no committee to which we could refer these matters.

Mr. Chairman, I ask that the amendment be defeated.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. PITTENGER].

The amendment was rejected.

Mr. CANNON of Missouri. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CANNON of Missouri:

On page 48, line 1, after the word "Representative", insert "except the Committee on Appropriations."

Page 48, line 18, after the word "each", insert "such."

Mr. CANNON of Missouri. Mr. Chairman, this section deals with meetings of committees to hear those who have submitted legislation which has been referred to committees. The proposition is not applicable to the Committee on Appropriations for the reason that it originates its own bills. It considers no bills introduced by Members of the House and, as a matter of fact, no bills are referred to the Committee on Appropriations except legislative bills in which may inadvertently be embodied an appropriation clause. Such bills are never considered by the committee.

The hearings of the committee are practically confined to representatives of the various departments of the Government. Their testimony is submitted in justifications which are printed and which are available to the members of the committee before the item involved is taken up.

Mr. Chairman, I ask that the amendment be adopted.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri [Mr. CANNON].

The amendment was agreed to.

Mr. MURDOCK. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I am not here in the well of the House advocating the separate retention of a committee that is to be merged with others under the pending bill, although some are to be merged which I would have remain separate. I merely inquire about the powers, pre-



rogatives, and the duties formerly held by a committee. Will the jurisdictions be merged as the committees are merged? Would the chairman explain a bit further what provision has now been adopted regarding retention of the jurisdiction of the various committees in the merger?

Mr. MONRONEY. The jurisdiction of the new committees is as contained in the printed bill, with the addition of the provision by an amendment which was adopted a short while ago by the House. This provides that where not otherwise specified in the bill the jurisdiction will be according to the precedents established in the House for the assignment of legislation to the committees.

That amendment was adopted a short time ago in the list of committee amendments. Several chairmen and committee members asked that it be placed in there since we could not make the jurisdictional list all-inclusive to cover everything that might possibly come up in the course of the introduction of bills and the consideration of legislation.

Mr. MURDOCK. It was the intention of the special committee to retain the functions, but merely gather them into the new committee organization?

Mr. MONRONEY. That is correct, but unless the jurisdiction is otherwise specified in here the precedents of the House will apply.

Mr. MURDOCK. I thank the gentleman for this explanation. As an illustration, I call attention to the fact that the Bureau of Reclamation has for many years under numerous acts of Congress passed since 1902 to the present had charge of hydroelectric power produced on irrigation projects and incidental thereto. I assume that the new committee with which the present Committee on Irrigation and Reclamation is to be merged will have all the jurisdiction over irrigation and reclamation possessed by the existing committee. I am not only proud of my committee but jealous of its functions and I insist on preserving them fully.

The Clerk read as follows:

*Committee powers*

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession, and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may

be, at least once every 6 months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every 3 months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

Mr. CELLER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CELLER: Page 49, line 6, after the word "Senate", add the words "and House of Representatives."

Mr. CELLER. Mr. Chairman, you will note if you read the committee print that section 134 (a) provides that only the standing committees of the Senate shall have the express power of investigation with the right to subpoena and require the attendance of witnesses, together with the subpoenaing of books, papers, documents, and correspondence, and so forth.

The original bill provided that not only the Senate standing committees but the House standing committees should have the same right. Why are we being treated like stepchildren? Why should the Senate standing committees have the right of subpoena and that right be denied to the standing committees of the House? Is not our work just as important as the work of the Senate? Is not our work just as painstaking? Should not we have the concomitant right with the Senate to subpoena? The power of investigation is a very important power. It should not be denied us. We should have it without being compelled to go to the Rules Committee and then to the House. It is unavailing that we have witnesses appear before our standing committees voluntarily. We may need the right, in order to do our work properly, to compel witnesses to divulge certain information that we seek. We should have the right to demand the production of books and documents and letters and correspondence. We cannot have that right unless you adopt my amendment. We must first get permission from the House.

In addition you will note that the Senate standing committees can spend for purposes of investigation \$10,000 each without authorization whatsoever. Now why should not our standing committees likewise have the right to spend upwards of \$10,000 for purposes of investigation? If you feel that our work is just as important as is the work of the Senate, you must adopt my amendment.

Mr. MONRONEY. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, this was rather carefully considered by the House committee, and our set-up is considerably different from the set-up in the Senate. The Senate is plagued with a great many special committees. It is a rash that has broken out over there which practically destroys the continuity and the power of the standing committees.

In order to get away from that outbreak of special committees the Senate wrote in this provision for subpoena power by their standing committees.

In discussing this with the leadership on both sides of the aisle and with many of the other leaders of the House it was determined that we have the machinery and the facilities in the House at this time; that we can arm our special or our standing committees with subpoena powers anytime we wish.

An amendment is going to be offered to the appropriation section by the distinguished gentleman from Missouri [Mr. CANNON], that is going to arm all of the investigators and clerks of the new Committee on Appropriations with the proper power.

But I do not think that this House at this time wants to vote \$10,000 to all committees, without reference to the House itself, to be spent in investigations, having the right to take added testimony, and then also to have them running around, whether Congress is in session or out of session, with the right of subpoenaing records.

Mr. DIRKSEN. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Illinois.

Mr. DIRKSEN. In view of the fact that it is still possible to set up select committees in the House where the subpoena power can be lodged, it is a pretty broad power to grant to all of the standing committees, is it not?

Mr. MONRONEY. I thank the gentleman. It is also possible to give subpoena power to any of the standing committees if they go to the Committee on Rules and ask for that power.

Mr. CELLER. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from New York.

Mr. CELLER. Would the gentleman be willing to give that power to standing committees without the \$10,000 provision?

Mr. MONRONEY. No; I do not believe so. I think we are either going to have to maintain the integrity of this House bill on the floor or tear up the carefully planned and considerate judgment given it by all.

This bill is not coming into this House at this late date simply because I want it to or because the gentleman from Illinois [Mr. DIRKSEN] wants it to. Somebody in the leadership had to take the time and the care to go over this bill section by section and line by line.

I refuse to be a party to breaking any agreement that has been made for the changing of this bill. I think the distinguished Speaker and the majority and minority leaders, who helped us bring this bill to the floor, are entitled to more consideration than that.

Mr. CELLER. I agree with the gentleman that the bill is an exceptionally fine one and I want to vote for it, but that is no reason why we should not offer amendments if we think the amendments are proper and just. I think the amendment I have offered is a proper amendment.

Mr. MONRONEY. It is perfectly all right for the gentleman to offer the amendment, but I differ with the gentleman and I hope the Committee will vote down the amendment.



(Mr. MONRONEY asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. CELLER].

The amendment was rejected.

Mr. HOOK. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Hook: On page 50, after line 11, insert the following:

**"HEARINGS OF LEGISLATIVE COMMITTEES"**

"(a) A legislative committee may hold either public or private hearings and may examine witnesses and receive documentary evidence in such hearings.

"(b) If the testimony of a witness in a private hearing shall be reported stenographically, he shall be entitled to a stenographic copy of such testimony, upon payment of the costs of such transcript, as soon as the committee shall make any public reference to such testimony.

"(c) A witness at a private hearing shall have the right to have his attorney present: *Provided*, That such attorney shall be allowed only to observe the proceeding and not to participate in it nor to advise the witness while on the witness stand, unless the committee member conducting the hearing shall at his discretion allow such attorney other privileges.

"(d) A witness who testifies in a public or private hearing shall have the right at the conclusion of his testimony either to make an oral statement or at his option to file a sworn statement, which shall be made part of the record of such hearing.

"(e) If a witness at a public hearing shall by oral testimony or documentary evidence defame, allege misconduct by, or otherwise comment adversely upon any individual, partnership, association, corporation, or governmental agency or officer or employee thereof, and the committee shall not strike such material from the record, such individual, partnership, association, corporation, or governmental agency, or officer or employee thereof, shall have the right to file with the committee a sworn written denial, defense, or other explanation, which shall be made part of the record of such public hearing, and in addition the person individually defamed or otherwise the subject of adverse comment shall have the right to testify in person concerning such adverse comment in a public hearing to be conducted by the committee.

"(f) No witness shall be deemed in contempt of a legislative committee for refusing to obey a subpoena issued by one or more of its members, unless and until the full committee has, upon notice to all its members, met, considered the alleged contempt, and by a majority of those present voted such witness in contempt of such committee: *Provided*, That this subdivision shall not apply to a witness who having obeyed a subpoena declines to answer a question at such hearing or otherwise acts contumaciously.

**"REPORTS OF LEGISLATIVE COMMITTEES"**

"(a) A legislative committee shall not publish or file any report, whether interim or final, unless and until a meeting of the committee has been called upon proper notice and such report has been approved by a majority of those voting at such meeting.

"(b) A legislative committee, its members, counsel, employees, or agents, shall not publish or file any statement or report alleging misconduct by or otherwise commenting adversely upon any individual, partnership, association, corporation, or governmental agency, unless and until such individual, partnership, association, corporation, or governmental agency has been advised of the alleged misconduct or adverse comment and has been given a reasonable opportunity to

present its sworn written denial, defense, or other explanation to such committee; nor shall any such statement or report be publicly released unless and until the committee, upon notice to all of its members, has met and approved such public release.

**"NO PRIVATE PROFIT FOR COMMITTEE MEMBERS OR STAFF"**

"No member of a legislative committee, its counsel, employees, or agents, shall for compensation speak, lecture, or write about such committee, its purposes, procedures, accomplishments, or reports, during the existence of such committee."

Mr. HOOK. Mr. Chairman, this is procedure governing legislative investigating committees. I have talked about this amendment before. I think the membership of the House is well acquainted with it. I do believe there should be proper procedures of investigating committees set up in the House. You and I know that we do not have them at the present time. You know and I know that a very prominent Member of this House asked to be given the very privileges that are set forth in this bill for his own protection. I think that for the protection of witnesses brought before committees, and persons being investigated, and in the interest of orderly procedure, we should adopt this amendment.

Mr. DIRKSEN. Mr. Chairman, I ask unanimous consent that debate on this amendment close in 1 minute.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. DIRKSEN. Mr. Chairman, I am confident this matter was not submitted to the gentleman from Oklahoma [Mr. MONRONEY] or myself or to any member of the joint committee. So far as I know, it was not submitted at the time the joint-committee hearings were in progress. Here is a long textual amendment which is very prolix.

Mr. HOOK. Mr. Chairman, will the gentleman yield for a question?

Mr. DIRKSEN. I yield.

Mr. HOOK. This was submitted to the committee.

Mr. DIRKSEN. It has never come to my attention, I am sorry to say, and I sincerely hope the House will vote down the amendment. It may have been submitted to the committee but it has not currently come to my attention.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Michigan [Mr. Hook].

The amendment was rejected.

The Clerk read as follows:

**CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE**

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a) the conference report shall be subject to a point of order.

**LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES**

SEC. 136. To assist the Congress in appraising the administration of the laws and in

developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws the subject matter of which is within the jurisdiction of such committee; and for that purpose shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

**DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION**

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation the question of jurisdiction shall be decided by the presiding officer of the Senate without debate in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation, but such decision shall be subject to an appeal.

**LEGISLATIVE BUDGET**

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the Budget recommendations of the President, report to their respective Houses a legislative Budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by March 1.

(b) The report shall be accompanied by a concurrent resolution adopting such Budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ \_\_\_\_\_."

Mr. MONRONEY. Mr. Chairman, I offer a committee amendment, which I send to the Clerk's desk.

The Clerk read as follows:

Committee amendment proposed by Mr. MONRONEY: On page 51, line 23, after the comma, insert "or duly authorized subcommittee thereof."

Mr. PATMAN. Mr. Chairman, will the gentleman explain the amendment?

Mr. MONRONEY. This section deals with the legislative budget. The question was raised, that full committees of the House and Senate Appropriations Committees and full committees of the Ways and Means and Senate Finance Committees would be unwieldy because of their large number. It was not intended that subcommittees would not be permitted, in fact it was anticipated that the initial work would be done by them.

The language of the bill is broad enough to permit subcommittee action, but we are specifying in this amendment



now that duly authorized subcommittees of the four committees joining in the preparation of this legislative budget will meet to take it up.

The committee amendment was agreed to.

Mr. MONRONEY. Mr. Chairman, I offer a committee amendment.

The Clerk read as follows:

Committee amendment offered by Mr. MONRONEY: On page 52, line 11, strike out "March 1" and insert in lieu thereof "February 15."

The committee amendment was agreed to.

Mr. TABER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. TABER: On page 51, line 19, to page 52, line 20, inclusive, strike out all of section 138.

Mr. TABER. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. TABER. Mr. Chairman, I took the floor a little while ago and explained what this amendment would do. I was hopeful that the proponents of this section would have something to offer other than bald generalities and would explain how the thing would work. We have received nothing in support of the section but bald generalities.

I am offering this amendment from a deep sense of public duty. It will absolutely destroy the operations of the Appropriations Committee in the House of Representatives. It will increase spending. It will prevent any kind of orderly procedure by the House. Instead of it being a progressive, forward-looking proposal, it is a reactionary proposal and a step backward. We might just as well be honest about it. If this proposal is adopted and an attempt is made to set up a legislative budget on any kind of a scale that is accurate enough to be any good, it means long, arduous hearings upon those items, just as our committees are obliged to give that situation. If it is to mean nothing, I do not know why we have it here.

In addition to that, the committee that is set up is absolutely cumbersome—104 members of the committee. Of course, under this provision it can act through subcommittees, but they would know absolutely nothing about it unless they conducted hearings. Then, what would happen? They would have to establish by resolution what that ceiling might be. If it was to be effective, we would have to break down into bills for agencies and departments a ceiling for each one. If we were to do that, it would be absolutely impossible for the Appropriations Committee to start hearings upon any of the bills until after that procedure had been followed.

The question here is whether we want to do the right thing and do a constructive thing or whether we want to do something that will destroy legislative processes. I want to see the House a better representative agency of the people, but if you pass this section and try to put it into effect, you will fix things so

that it will be absolutely impossible to have thorough hearings upon appropriation bills and make the cuts that need to be made if this Government is going to be preserved. If you undertake to do this job in this way it will be impossible for the House of Representatives to control the initiative on appropriation bills. It is going to result in an over-all omnibus appropriation bill, with all kinds of log-rolling and all kinds of efforts to destroy any economy in government.

The Appropriations Committee was set up by Martin Madden originally in such way that the men would be judges, independent of special interests. No one was permitted on the subcommittees who had any special interest or wanted favors. If you throw this thing into a mass where there are representatives of every special interest, and allow lobbying and log-rolling to fix the original Budget and then cut down the time within which the Appropriations Committee can operate by itself, you are just absolutely destroying that independence that was set up when the original Appropriations Committee was set up. No one has presented anything but generalities and the statement that lots of people outside were looking for this and interested in it. There has been no explanation as to how it could possibly work, and work effectively and efficiently. To my inquiries I received no answer except generalities; I will receive none because there is none. If this were workable I would support it and I would go along with it wholeheartedly, but I know it is not, and I cannot.

I hope this amendment will be adopted and that we will try to follow a procedure in the House of Representatives where the Congress can cut down the bureaus of the Government and we will not have the appropriations of the Government in the hands of bureaucrats and self-seekers. That is the thing that would be sustained if this proposal were put through, and I do not like to see it.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 25 minutes.

Mr. PATMAN. Mr. Chairman, I have not talked on this bill at all. I should like to have 10 minutes on this section. This is the only section I wish to talk about.

Mr. MONRONEY. I will modify my request and make it 30 minutes.

Mr. PATMAN. I may say that the gentleman from Missouri [Mr. CANNON] has not talked on the bill, neither have I. Each of us would like 10 minutes. I do not think that is an unreasonable request.

Mr. MONRONEY. I will not insist on closing debate at this time; but, after all, this was discussed for an hour and 20 minutes this morning under the 5-minute rule. I do hope Members will limit themselves to a reasonable time.

Mr. PATMAN. Mr. Chairman, I rise in support of the amendment.

The CHAIRMAN. The gentleman from Texas is recognized for 5 minutes.

Mr. PATMAN. Mr. Chairman, I have not talked on this bill at all, either on the rule or in general debate, and this

is perhaps the only time I will ask recognition. I therefore ask unanimous consent that I may proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Texas?

Mr. DIRKSEN. Mr. Chairman, I must object. The hour is getting late, and many Members are going home tomorrow.

Mr. PATMAN. I do not think it was very kind of the gentleman to have objected. We have not objected to anybody having an extension of time. It does seem that on a bill of this importance we should have just a little time to discuss it.

Mr. CANNON of Missouri. Mr. Chairman, I ask unanimous consent that the gentleman from Texas may proceed for 10 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Missouri?

Mr. FOGARTY. Mr. Chairman, I object.

The CHAIRMAN. The gentleman from Texas is recognized for 5 minutes.

Mr. PATMAN. Mr. Chairman, this is a very important amendment; I am in favor of its adoption. It sets up what really might be properly termed a caste system in Congress. It leaves to 2 committees in the House and 2 committees in the Senate the power to control all important legislation involving appropriations for 435 Members of the House and 96 Members of the United States Senate. That is what it does.

#### HOUSE RULES UP TO DATE

I am not joining this anvil chorus proclaiming that our House rules are so obsolete and unworkable that we should absolutely make every radical change that is proposed. I am in agreement on a number of these proposed changes, but I consider the document that contains the rules of the House of Representatives as the most modern document in the Library of Congress or here in the House of Representatives. For 157 years these rules have grown up under trial and error. A majority of the House can always work its will under the rules of this House. We have gone through the greatest depression in all history and we have gone through the greatest war in all history. We whipped them both under the present rules of the House of Representatives. Now, this is a departure from the rules and this proposal is bad and the amendment striking it out should be adopted. Any time you propose to set up a caste system here and make it impossible for the majority of the Members of the House to do what they want to do, I say we should look into it and carefully consider it.

Here is what the result will be. These committees will meet and will say: "We will appropriate money for certain things only, just certain things only." Something like the terminal-leave bill comes up. If we had had this proposal in force this year we could not have passed the terminal-leave bill. If we were to have some kind of emergency arise, of course, unexpectedly, we could not take care of that if it required money.



It would be a violation of the rule that we adopt on February 15 each year.

Mr. Chairman, this is a far-reaching proposal and should be stricken from the bill. Of course, it would be easy to say, "Now, we would like to pay old-age assistance, we would like to pay social security, we would like to appropriate money for highways, flood control, and soil conservation, but we have tied our hands. We gave four committees the power to say how much money we can appropriate this year and they have stated, we have adopted their suggestion, and we cannot exceed it." Of course, if we pass a resolution we could increase the national debt, then we could go ahead and do it. But why not allow an increase in the taxes, if necessary, without increasing the national debt to provide for something that we want?

This puts the House definitely on the spot to the extent that it will say, "Now, we have no money left. We would like to provide all these benefits; they are worth while, like terminal leave, and other things; but we cannot do it. These four all-powerful committees have met." They would meet with logrolling privileges and opportunities. They can swap among themselves. That is contrary to our form of government.

It was always intended that one House should be a balance on the other House. This is consolidating the two Houses, allowing the four most powerful committees to get together, trade among themselves, if they desire, and run the Congress like they want to run it. It is going too far and this amendment should be adopted.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mr. KNUTSON. Mr. Chairman, I rise in opposition to the pending amendment.

Mr. Chairman, it looks to me as if certain people are trying to make a mountain out of a molehill, to use a homely expression. When the gentleman from Texas speaks about members of the two tax committees and the two appropriations committees getting together and logrolling, I do not think he really meant what he said, because that would be expressing a rather low opinion of four very important committees of the Congress. It so happens that I am a member of the Joint Committee on Internal Revenue Taxation and I know with what benefit to the country and to the taxing structure of the country that committee has functioned and continues to function. If a joint committee having broad supervisory powers over taxation is good for the tax structure, then why would not a joint budget committee be good for the spending program?

We have been going along for years, as the gentleman from New York so ably pointed out this morning, and there has been absolutely no liaison between the taxing committees and the spending committees. The purpose of title III is to coordinate the work of the two committees. The Ways and Means Committee should know what the budget is going to be before it brings in a tax bill and, on the other hand, the Appropriations Committee should know approximately what they are going to have to do with before they start reporting appro-

priation bills. Of course, I appreciate the fact that the Appropriations Committee views with distaste, if not with general alarm, any attempt on the part of the Congress to place even a small degree of supervision over spending.

We all know that the way we have been going for many years has not worked to the country's advantage. The budget has been out of balance for 12 or 15 years. The national debt continues to grow apace. It has not worked. Now let us try something else.

This need not necessarily be permanent legislation to the extent that it cannot be changed in a few years by a future Congress. We are embarking on something quite new in the way of government financing so we will have to proceed through trial and error. As this thing works out, we will see where it needs strengthening and perhaps where it should be cut down. This country is not going to expire next year, and neither is Congress going out of business next year. Let us try it. I maintain that it certainly cannot be any worse than the present system. To my way of thinking title III is the very heart of the proposal before us.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 25 minutes, the last 5 minutes to be reserved to the committee.

Mr. JONES. I object, Mr. Chairman.

Mr. O'NEAL. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I shall try to be very brief. Of course, I know that all of us want to complete this matter promptly, but let us look at this thing just very honestly and fairly and see how much there is to it and how much logic there is in it. All in the world that the provision in the bill does is to have a group of men, members of these committees, get together, probably on January 15 of each year, and make a decision by February 15 on all matters contained in the Budget. They are going to be in session for a long period of 30 days and are expected to tell us intelligently what we should do. Of course, they cannot. Everyone knows that it will be simply an offhand expression of opinion, because they can no more know all the details of the various appropriations than they could know about what is going to happen during the next year.

Mr. WADSWORTH. Mr. Chairman, will the gentleman yield?

Mr. O'NEAL. I yield to the gentleman from New York.

Mr. WADSWORTH. Is it not clear in this proposal that this special committee shall be required merely to recommend the maximum amount to be spent and not the details of its expenditures?

Mr. O'NEAL. But that is the whole question. How can they make an intelligent decision? In fact, every year large appropriations are necessary because of legislation passed after February 15.

Mr. JONES. Mr. Chairman, will the gentleman yield?

Mr. O'NEAL. I yield to the gentleman from Ohio.

Mr. JONES. The provision in section 138 is meaningless because it does not bind anybody.

Mr. O'NEAL. Certainly not. Furthermore, let me say again that billions of dollars are appropriated after February 15 that they could not possibly know about. Exigencies arise and emergencies occur. They could not possibly tell what it is going to be, and it is the most futile gesture that I could imagine. Just listen to what the present law is. All we have to do is to carry out the present law and we will accomplish whatever we would by the provisions of this bill. The present law says:

1. If the Budget indicates an excess of expenditures (not appropriations) over receipts, the President is required to include in the Budget recommendations for new taxes, loans, or other appropriate action to meet the estimated deficiency.

2. If the estimated receipts exceed the estimated expenditures, the President is required to make such recommendations as in his opinion the public interests require.

3. If deficiency or supplemental estimates alter the regular Budget proposals as regards deficits or excesses, the President is required to submit recommendations as in the case of the regular Budget.

That is the law today. If we have additional appropriations the President is required to make that certification, and all we have to do is to take that and act upon it. But how ridiculous it is to say that any group of men in 30 days' time can examine a thirty-five or forty billion dollar Budget, anticipate what is going to be spent after February 15, and tell you then that you must live within it.

Gentlemen, the chairman of the Committee on Appropriations and the ranking member of the committee, two men who have had more experience than anybody in the House with this subject, feel that it would very strongly work against the best interests of the country and the work of the Committee on Appropriations. The committee met and discussed the problem, and all of them are more or less experts on this proposition. My recollection is that the vote was 17 to 3 against this being in the bill. If you want to put something in the bill just to support the Reorganization Committee, all right; otherwise, I think the amendment of the gentleman from Missouri should be supported.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this amendment close in 30 minutes. We have been over this subject for an hour in general debate and for over an hour under the 5-minute rule.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

Mr. JONES. Reserving the right to object, Mr. Chairman, may I say to the chairman of the special committee handling this matter that I have two amendments that I wish to offer. I think they are very important. This matter is very important to the Committee on Appropriations. We feel that the bill proposed by the special committee as far as it concerns the Committee on Appropriations is ill-conceived, and we feel very strongly about it. I ask the gentleman to reserve his request for a few moments.

Mr. RAYBURN. Reserving the right to object, Mr. Chairman, the way our program stands now we must, if hu-



manly possible, complete consideration of this bill today. Even though debate is not closed in a reasonable time, I trust the committee will stay in session until we complete the consideration of this bill today. If we are to do that, we will have to make more progress than we have been making in the last 2 hours.

Mr. MONRONEY. Mr. Chairman, I regret very much that I am compelled to ask unanimous consent that all debate close in 40 minutes. Only eight Members are standing at this time, and that will give each Member standing 5 minutes. I further ask that the last 5 minutes be reserved to the committee.

Mr. JONES. Is the request that debate close in 40 minutes on this section or on this amendment?

Mr. MONRONEY. On this section and all amendments thereto.

Mr. JONES. I object, Mr. Chairman.

Mr. MONRONEY. Mr. Chairman, I am reluctantly compelled to move that all debate on this section and all amendments thereto close in 40 minutes.

The CHAIRMAN. The question is on the motion offered by the gentleman from Oklahoma.

The motion was agreed to.

The CHAIRMAN. The Chair recognizes the gentleman from Minnesota [Mr. H. CARL ANDERSEN].

Mr. H. CARL ANDERSEN. Mr. Chairman, I am opposed to this section of the bill because I feel it is unworkable. The reorganization features are mainly very good and certainly the number of the House committees should be cut down. The Members of the House should take into consideration the opinion of the chairman of the Committee on Appropriations and the opinion of the ranking minority member of the Committee on Appropriations, as well as the opinion of 17 out of the 20 men on that committee who voted yesterday in our committee against including this particular section in the bill.

I would suggest as I have suggested heretofore that if the proposed joint committee be scheduled to meet June 15 and then go over the work of the Committee on Appropriations up to that date and decide whether or not we had appropriated too much money for the session, then that joint committee could really be effective in saving money. That joint committee would decide perhaps that Congress has appropriated too much money and it is necessary to have a general percentagewise cut through the Federal personnel with certain exceptions, such as Veterans' Administration, for example. Then we would really have something to work upon. That committee could check over the general appropriation bills and make recommendations to the Congress as to what could be eliminated so that the budget could be balanced. We must have balanced budgets, and personally I have voted to cut out hundreds of millions of dollars of excessive expenditures. The New Dealers have shown, however, no inclination to save the taxpayers money, nor do I expect them to do so in the future. The House will be doing a great disfavor to the people of America by retaining this particular section. I hope Mr. TABER's amendment will be adopted.

Mr. Chairman, at this time let me say that I cannot vote for this bill if the provisions for salary increases to Members and retirement pay for Members remain in the measure. The old people of America have had little, if any, consideration from this Congress. In the past 8 years I have voted against all increases in our own salaries, feeling that, unless I oppose my own pay raise, no justification can be had in opposing increases for those in the Government employ. Unless we here in Congress show some resistance to the tide of inflation sweeping upon America, how can we expect other groups to do so. It is my hope that the House will not approve the raise in our own salaries nor the provision for retirement pay. Otherwise, I must vote "no" on this bill.

Mr. HERTER. Mr. Chairman, I hesitate very much to get into a debate on what is a fairly technical matter with the distinguished members of the Ways and Means Committee who have spent many years in handling the technical processes of appropriations in the House. I do so only with great reluctance, but I feel qualified in a small way because I had to struggle with this problem for many years in our home legislature, and also as chairman of a committee of the Council of State Governments, working on the same subject.

The proposal the committee has offered is certainly no cure-all. Claiming too much for it would be just as serious as criticizing it too badly. Personally, I wish the committee had gone much farther in what to my mind are the most difficult processes in our appropriations. To begin with, I am convinced that as long as the credit of the United States can be used with the ease with which it is now used, in other words, as long as we can continue borrowing all the money we want to borrow by simple majorities in raising the debt limit, it is an open invitation to spend more money than you have got coming in from current revenue.

In the second place, the gentleman from New York [Mr. TABER] talked a lot about the evils of an omnibus bill. It is only through an omnibus bill that the Members of the House can tell where it is currently going, because when we vote on each individual appropriation bill we have no idea what is going to follow it, perhaps a week or 2 weeks or a month later. We never have a chance to see the full fiscal picture before us. In other words, each appropriation as it comes along is a temptation to spend more money on the ground that perhaps we can cut it off of a future appropriation bill for some other department later on. We never know from day to day whether the money we are appropriating is coming out of current revenue in accordance with the plans of the Ways and Means Committee, whether it is coming out of the sale of surplus material, the proceeds of which should be reducing our public debt, or whether it is coming out of borrowings.

I remember a short time ago a statement was issued by the White House saying that this year we were going to balance our Budget for the reason that we had borrowed last year more money than

we actually used. Of all the silly financial statements I have ever heard that is the silliest, and shows how muddled is our financial picture.

The particular provision in this bill is not going to cure the situation, but I think it is helpful. It is helpful because of the psychology that is established. If the committee, call it what you will, made up of joint committees of the two branches that control taxation and control expenditures, gives a financial picture to the House, even if it is no more than their best guess as to where we are going to come out if we appropriate as much money as shown by the budgetary recommendation of the President, then I think psychologically we can more intelligently take the point of view that we are either going to save money, we are going to stop borrowing money, or we are going to cut down progressively all along the line; or perhaps that this year because of the revenues predicated upon tax returns, we can appropriate a little more for public works. At least we will have a little more of the picture. Today we have none as we progress from one appropriation bill to the other.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. HERTER. I yield.

Miss SUMNER of Illinois. We had the same situation in the Postwar Economic and Planning Committee. My impression was when they came before the Banking and Currency Committee that they were forced to add to extravagance rather than detract. The chairman and the ranking member came before our committee and they were specially committed to this extravagance. So psychologically they were for the extravagance.

Mr. HERTER. What the lady says is true almost all along the line.

A moment ago the gentleman from Kentucky made the statement that the Appropriations Committee did not know by February 15 what kind of measures were going to come up in the form of other legislation that would require spending. That to my mind is one of the additional reasons for the section under debate. The most dangerous thing that happens is being uncertain in your mind as to what you can spend within a year, and then have unexpected legislation come along that completely upsets an orderly program.

The CHAIRMAN. The gentleman from Ohio [Mr. JONES] is recognized for 5 minutes.

(Mr. JONES asked and was given permission to revise and extend his remarks.)

Mr. JONES. Mr. Chairman, it is indeed regrettable that a matter so important as this has to be decided in so short a time. Let us see what the apparent purpose of section 138 is. It is to lead the people to believe that some way, somehow, appropriations will be limited to the amount of the income of the Government. That is the intended general impression: "That somehow this reorganization of Congress will limit appropriations to the amount of income the Government receives." There is nothing in section 138 that will do that.



This section makes in order, makes legal, the very thing that the Joint Committee on Expenditures in the Executive Departments has done for the last 5 years. I have seen reams of material from that committee.

One of its most outstanding publicity stunts is an appeal to take one-third of the employees off the Federal pay roll, reduce the number by a million. What happened? Why did Congress not cut a million employees from the Federal pay roll? Because the chairman and some members of that joint committee are never on the floor to fight when individual appropriation items are before their particular body of Congress. They are not on the floor of Congress to cut down the number of employees provided for in those separate appropriation bills. They yell to the public some distance away from the appropriation debate.

The way to cut the appropriations or take people off the pay rolls is not to write magazine articles or get our brochures under the name of the Joint Committee on Federal Expenditures; the only way to do it is to get people in both Houses of Congress who want to cut expenditures to vote against the increases. Then they will be cut, if you can find a majority of Congressmen who want to stop deficit spending. An election, in my opinion, would help.

If you permit this section 138 to remain in the bill you are going to be embarrassed just as you are embarrassed today by having someone in your district say to you: "Why do you not get on the band wagon of the chairman of the Joint Committee on Nonessential Expenditures?" Why! Constituents have even written thus to Doc SMITH, who has voted "No" so many times that he may doubt whether he has ever voted for an appropriation. Constituents have even asked my colleague, the gentleman from Ohio [Mr. CLEVELAND], and me why we did not get on the Byrd bandwagon. CLIFF CLEVELAND, of the Fifth, Doc SMITH, of the Eighth, and I, of the Fourth Districts of Ohio, have voted "No" on appropriations bills so often Chairman BYRD cannot find our band wagon or hear the music. And there is going to be a lot of confusion on the majority side for sponsoring this provision. You are going to be embarrassed. Project yourself into the future under this bill. The President sends to Congress a \$35,000,000,000 budget. It will be examined by this committee provided by section 138 of 104 members or a subcommittee thereof, representing the Senate Finance Committee, the House Ways and Means Committee, the House Appropriations Committee, and the Senate Appropriations Committee. Thus super committee will get publicity. Headlines will be spread stating how they recommended a decrease to the President's \$35,000,000,000 budget to \$25,000,000,000. Then we proceed to start to commence to appropriate on individual appropriation bills just as we do now and we will wake up after all bills have passed to find that the present spending-deficit spending membership of both Houses want to appropriate more than this super-duper appropriation ceiling committee has recommended.

You find Congress has appropriated \$45,000,000,000 and Congress has the same Members, the same administration, New Deal majorities, who want to spend, and spend, and spend; and then you will be embarrassed to the tune of \$20,000,000,000 and the folks back home will think they have a bunch of nit-wits in Congress for not following this "superduper" synthetic ceiling committee. On the other hand your "superduper" committee will have to throw an ax at the \$35,000,000,000 budget, as the gentleman from Illinois said he threw an ax at the OPA budget of \$156,000,000 and finally OPA got \$76,000,000. Under present procedure for a Budget estimate of \$156,000,000 for OPA, the House allowed or appropriated \$106,000,000. The Senate had a different idea and the item went to conference. The gentleman from Illinois says they threw an ax at the OPA in conference. It is silly to think the procedure will be otherwise with a \$35,000,000,000 Presidential budget and in 1, 2, or 3 months' time, not having any analytical or scientific foundation or basis upon which to act, that this "superduper" committee can throw anything but an ax at it and cut \$10,000,000,000 or \$5,000,000,000 off or any amount that seems politically expedient. This section 138 is ill-advised, silly, ridiculous, will make fools out of the Members of Congress unless you adopt an amendment which says that the recommendations of this committee will be the ceiling, item for item, and that any amendment or bill offered by the Appropriations Committees, or any Member increasing the amount above the "superduper" committee's recommendation will be subject to a point of order and illegal. Then you make this "superduper" committee do what you are trying to make the public believe section 138 provides, to wit: A ceiling on expenditures based upon a Budget estimate and upon the best brains of the "superduper" committee.

I will offer amendments to make section 138 do what you say you want to do: "Make expenditures balance income." My amendments will legally make the section 138 "superduper" committee ceilings the legal ceilings on appropriations that Congress or the Appropriations Committees of the House and Senate cannot break through. Without such amendments section 138 is silly, meaningless, and an expression of a will-o'-the-wisp hope, published for political purposes, which will rise to plague Members of Congress.

The CHAIRMAN. The Chair recognizes the gentleman from Ohio [Mr. SMITH].

Mr. SMITH of Ohio. Mr. Chairman, what about subsection (b) of section 138? Let me read what that says:

(b) The report shall be accompanied by a concurrent resolution adopting such budget and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing

fiscal year exceed the estimated receipts, such amount being \$ . . ."

What kind of a proposition is that? What does it do? Why, it gives sanction to deficit spending. It is bad enough to have this curse of deficit spending on us without any law, but why pass a law specifically legalizing deficit spending? I would like to have somebody answer that for me.

This language would give sanction to the whole program of deficit spending that has been going on for the last 15 years. This would have the effect of putting our stamp of approval on the deficit spending that the New Deal planners are contemplating for the future.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. SMITH of Ohio. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. Does not the gentleman think it is absolutely futile to pass a law like this to reform Congressmen's uneconomical habits? To reform Congress you have to reform Congressmen; is that right?

Mr. SMITH of Ohio. I am reminded again of the statement made by a prominent historian who spoke about the great delusion, faith in the sovereign power of political machinery. Let the people of this country understand that there is nothing in this bill whatsoever that promises them any more statesmanship than they have been receiving in recent years.

Miss SUMNER of Illinois. This bill just gives Congress a face-lifting?

Mr. SMITH of Ohio. Take out from this measure pensions and the increase of salary for Congressmen and I fear there will be left little interest in it. The gentleman from Virginia [Mr. SMITH] was unable to get the attention of the committee until he mentioned pensions and salary raise for Congressmen. Then he got some attention.

Miss SUMNER of Illinois. Does not the gentleman think this bill could be defeated very easily if it were not being log-rolled through?

Mr. SMITH of Ohio. Certainly.

Mr. H. CARL ANDERSEN. Mr. Chairman, will the gentleman yield?

Mr. SMITH of Ohio. I yield to the gentleman from Minnesota.

Mr. H. CARL ANDERSEN. Has the gentleman ever seen a regular appropriation bill leave the House and go to the Senate without it being increased considerably in that body?

Mr. SMITH of Ohio. I know it is a common practice for the other body to increase appropriations.

The CHAIRMAN. The gentleman from South Dakota [Mr. CASE] is recognized.

Mr. CASE of South Dakota. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CASE of South Dakota: On page 52, line 14, strike out the period and the balance of the paragraph, lines 14 to 20, inclusive, and insert "and upon passage of that concurrent resolution no appropriation bill shall be passed appropriating funds in excess of the budget so adopted except by a vote of two-thirds of the Members voting in each House, a quorum being present."



Mr. CASE of South Dakota. Mr. Chairman, on the whole, I think it must be said that the special committee has done a good job in the sections on committee reorganization. I think an attempt to establish a review of appropriations in the light of prospective revenues is especially to be commended; but if I may have the attention of the chairman of the special committee, the gentleman from Oklahoma [Mr. MONRONEY], I would like to ask a question about its operation. The first paragraph of section 138 concludes by saying that such reports shall be made by March 1 or February 15, as now amended. Then, section (b) says:

The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year.

Now, I want to ask the gentleman what would happen if nothing is done with the report?

Mr. MONRONEY. I will say to the distinguished gentleman that there will be no further restriction on appropriations. Congress can break the financial budget which we set. But the country will know that we are morally bound, the newspapers and Members of the Congress will know it by voting affirmatively for this resolution adopting the budget.

Mr. CASE of South Dakota. Wait just a minute. All that this language requires is that such report shall be made by such and such a date. There is nothing in here that says that Congress has to adopt the report.

Mr. MONRONEY. I thought the gentleman was referring to the next section relating to the adoption of the concurrent resolution, fixing the total over-all appropriation figure, and if a deficit is running, to specify that the Congress authorizes the creation of that much debt for the fiscal year. I think properly we are making an approach to a definitely improved fiscal policy.

Mr. CASE of South Dakota. I thank the gentleman for his frank reply which, in effect, is that there is nothing to give effect to the budget ceiling except public opinion. That is my objection to paragraph (b). It does not go far enough. In fact, it does nothing to give real effect to the findings. The gentleman from Texas [Mr. PATMAN] complained about this section on the ground that it ties the hands of Congress. My complaint is that it does no such thing. It merely holds out a little gesture to the country and says that we told a committee to make a report and recommend a ceiling on appropriations, but it does not bind the Congress to that ceiling. It does nothing about it except to require that the report shall be accompanied by a resolution which Congress may or may not adopt, saying that the national debt should be increased if the ceiling is exceeded. If Congress ignores the resolution nothing happens; if Congress adopts the resolution nothing happens except that Congress has said it thinks the national debt should be increased.

In my judgment the section needs something to give effect to the ceiling. So the amendment which I have offered says that if the concurrent resolution is adopted, then an appropriation in excess

of that amount may be passed only by a two-thirds vote. That is in harmony with the provision which a great many State legislatures have; that deficiency appropriations may not be made except by a two-thirds vote and that appropriations may not be made immediately available on an emergency basis except by a two-thirds vote.

The language of the bill does not have any teeth in this section. It merely creates a committee and requires it to make recommendations. If the over-all budget idea is to be effective, you have to do something more than that. Nobody guarantees that Congress will adopt this resolution. The bill simply requires a report by a committee by a certain date recommending a ceiling for appropriations. If we really want to do something about joining expenditures and revenues, we must give effect to that ceiling. My amendment says that if Congress exceeds this budget, the excess may be adopted only by a two-thirds vote.

The latter part of (b) is not needed. As a matter of fact, we put Congress in a somewhat ridiculous position to require that the proposed resolution say that the public debt should be increased in advance of any demonstrated need for it. The Treasury does not go out and sell a lot of securities until it has demands for cash to meet maturing obligations. Many times receipts run ahead of the estimates. That has been true in the past and it is true currently, I think. Why then increase the public debt in advance of the time when the cash is needed to meet maturing obligations?

Consequently, I have offered an amendment dropping that language and providing instead that appropriations in excess of the ceiling may be adopted only by a two-thirds vote.

Mr. McDONOUGH. Mr. Chairman, I ask unanimous consent to extend my remarks at an appropriate place in the RECORD prior to the vote on the amendment with relation to the Committee on Un-American Activities.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from Tennessee [Mr. GORE].

Mr. GORE. Mr. Chairman, not having spoken on this bill, I want to begin my remarks on this amendment by saying that my good friend and our distinguished colleague, the gentleman from Oklahoma [Mr. MONRONEY] has done a monumental work. I want to praise him, although there are some features of the bill with which I disagree. This particular feature of the bill appears to be sound and I think it is a forward step. We have heard the situation described as some members think it might prove to be under this provision. For instance, I have heard the distinguished gentleman from Ohio, my able friend [Mr. JONES], describe how silly a fiscal policy we might develop under this procedure. I wondered if he was not describing the ridiculous procedure which we have under our present system. Mr. Chairman, let us think a minute. Does

the Congress have a fiscal policy? Does it? Let me ask you another question: Is there anything which will loom before the Congress within the next decade more important than fiscal affairs? Under the present system, we have no formal way of developing a fiscal policy, and what's more, we have no way of sensibly following a policy if we had one. Mr. Chairman, much has been said about the workability of this. For 4 years I have been on the Committee on Appropriations. The members of that committee work very hard. But I say to you that appropriations are made by the Congress and by the Committee on Appropriations with less accurate knowledge of the amount that should be appropriated than is healthy for the country.

Mr. O'NEAL. Mr. Chairman, will the gentleman yield?

Mr. GORE. Always, to my distinguished and able and lovable friend, the gentleman from Kentucky.

Mr. O'NEAL. Does the gentleman with his sound business experience and the experience he has had on the Committee on Appropriations feel that any group of men could pass on appropriation estimates in 30 days from January 15 to February 15, and do an intelligent job?

Mr. GORE. In specific items, no. If you mean by your question, Can the Congress in 30 days decide how much money they are going to appropriate for every item, this or that project, hither and yon?—no. But if the Congress cannot within 30 days make up its mind on a sensible overall fiscal policy for the year, then I think Congress is a laggard institution and it is time that we were reorganizing. It is time we bestirred ourselves again and again to improve this institution.

Mr. O'NEAL. Will the gentleman indicate how this provision as recommended by the Committee on Reorganization could possibly accomplish such a result?

Mr. GORE. That is the purpose. I hope it can accomplish that result. I do not think it could be worse than the present helter-skelter procedure. We now have no definite goals for either over-all appropriations or revenue. And while we talk so much about appropriations, remember also that the revenue end of fiscal affairs is to be considered. Perhaps if the national need is sufficient to warrant an increased appropriation, the great Committee on Ways and Means would be spurred on to an earlier consideration and presentation of their bills and perhaps that committee then might not feel constrained to ask for a gag rule on every bill from that committee. This is the very heart of the effort made by this bill to implement the Congress and its methods of procedure to the end that the Congress itself may formulate and at least attempt to follow a sound fiscal policy.

The CHAIRMAN. The time of the gentleman has expired.

The gentleman from Illinois [Mr. DIRKSEN] is recognized for 5 minutes to close debate.

Mr. DIRKSEN. Mr. Chairman, there have been some rather astounding argu-



ments here today. It has been said by the gentleman from Kentucky that this is a futile gesture. The gentleman from New York [Mr. TABER] said it would be dangerous. The gentleman from Ohio [Mr. JONES] said it would be absurd and embarrassing to the Congress. The gentleman from Ohio said it would be an urge for deficit spending. Another Member said it restricts Congress and the country too closely. Just make up your minds. But what you see today is the recurring pattern of history. When the Keating-Owen Child Labor Act was introduced in 1916 it was Senator Beveridge who said it would not work. When women's suffrage was first given to the country, omniscient minds stood in this well and said, "It will not work." When the income tax amendment was first proposed to the Constitution of the United States they said, "It will not work." There are Members sitting in this Chamber this afternoon who, when the General Accounting Act of 1921 was proposed, which first set up an Appropriations Committee with exclusive power to appropriate, said, "It will not work." Yes. That is the inertia of age talking. "It will not work." Have they given you a single persuasive argument why half a dozen Members from four committees of the House and Senate cannot sit down in a comfortable committee room and discuss the over-all aspects of the expenditure of revenue for this great corporation called the United States of America?

What an awful confession has been made here today, and members of my own committee, great committee that it is, have come into this well and confessed their ineptitude, they have confessed the inflexibility of the very committee of which I have the honor to be a member. God save the mark! Oh, let us not be put to one side by the talk that there is no time and that there are restrictive rules. You go out to Portland or Seattle or San Francisco or Cleveland or Milwaukee or elsewhere and tell one of your taxpayers that you would like to put a ceiling on the budget but there were rules obstructing it. They will say, "Rules do not register in my pocketbook."

What I want to do is to exercise a little flexibility of mind and judgment and I want some real, honest-to-God constructive effort to balance the budget of the United States that has been out of balance for 17 long years. We offer you now a simple device, a simple proposal that has a great deal of moral force in it for the country and a great deal of force to retrieve the esteem for Congress that is ebbing away and leaching away. Be not disillusioned or dismayed or put aside or fooled by all this unsubstantial argument that has been made here. They are the arguments of every generation in the history of the country. But, thank God, we move forward in a progressive line.

I suggest that all amendments, including the amendment offered by the gentleman from New York [Mr. TABER] be voted down.

If the proposal which we present in this bill does not work, I shall be the first to confess my error if it has had a

fair trial. But I do not propose to succumb to the defeatism which has been expressed over and over on this floor that it will not work. The taxpayers of the Nation are entitled to an opportunity to see whether or not it will work. Perhaps you recall the old expression, "Where there is a will, there is a way." Instead of the defeatist attitude expressed here today, let us determine that it can be made to work and it will work. We have used red ink a long time in chalking up recurring deficits. Let us see what can be done about changing the color to black.

The CHAIRMAN. All time has expired.

The question recurs on the perfecting amendment offered by the gentleman from South Dakota [Mr. CASE] to the amendment offered by the gentleman from New York [Mr. TABER].

Mr. CASE of South Dakota. Mr. Chairman, I ask unanimous consent that the amendment may again be reported.

There being no objection, the Clerk again reported the amendment offered by Mr. CASE of South Dakota.

The CHAIRMAN. The question is on the amendment offered by the gentleman from South Dakota [Mr. CASE] to the amendment offered by the gentleman from New York [Mr. TABER].

The amendment to the amendment was rejected.

Mr. CASE of South Dakota. Mr. Chairman, I offer another amendment.

The Clerk read as follows:

Amendment offered by Mr. CASE of South Dakota:

On page 52, after line 20, insert:

"(c) Until the concurrent resolution specified in subsection (b) has been agreed to by both Houses by record vote no general appropriation bill appropriating money for the ensuing fiscal year shall be passed by either House."

The CHAIRMAN. The question is on the amendment.

The amendment was rejected.

The CHAIRMAN. The question recurs on the amendment offered by the gentleman from New York [Mr. TABER].

The question was taken; and on a division (demanded by Mr. TABER) there were—ayes 27, noes 101.

So the amendment was rejected.

Mr. JONES. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. JONES: On page 52, line 8, after the word "committee" and the period, insert "No amendment to any general appropriation bill shall be in order in either House proposing an increase in such bill which will result in an increase in the over-all amount which may be appropriated for any executive department or agency; and the over-all amount which may be appropriated for each executive department and for the several independent establishments including the District of Columbia shall be allocated by the Committee on Appropriations of the House of Representatives prior to the consideration of the estimate of appropriations by the several subcommittees thereof."

The CHAIRMAN. The question is on the amendment.

The amendment was rejected.

Mr. JONES. Mr. Chairman, I offer another amendment.

The Clerk read as follows:

Amendment offered by Mr. JONES: On page 52, after line 20, insert a new paragraph as follows:

"(c) No appropriation contained in any appropriation bill which in percentage ratio to the estimate of the Bureau of the Budget for any such appropriation is in excess of the percentage ratio that the total recommended maximum appropriations contained in said legislative budget bears to the total budget estimates of the President as contained in the annual Budget for any such year, shall be considered or received in either House."

The CHAIRMAN. The question is on the amendment.

The amendment was rejected.

The Clerk read as follows:

#### HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill, other than deficiency appropriation bills, shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision reappropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

Mr. JENSEN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. JENSEN: On page 52, after the word "bill", beginning on line 22, strike out the words "other than deficiency appropriation bills."

Mr. JENSEN. Mr. Chairman, this section reads:

No general appropriation bill, other than deficiency appropriation bills, shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

My amendment seeks to eliminate the words "other than deficiency appropriation bills."

Mr. Chairman, it is very plain to see why I have offered this amendment, the main reason being that the regular sub-



committees of the Appropriations Committee sit for weeks and months hearing the testimony of people from the departments who come before the respective subcommittees to justify their appropriations. We finally pass a bill out of the subcommittee. It then goes before the full committee where it is rarely amended one iota. In most instances the subcommittee reduces the appropriations requested by the departments to some degree, often to a very marked degree. The bill finally goes through the Congress and is signed by the President. But it has become a habit for the departments to continue to spend as though they were not restricted simply because they know they can come back to the deficiency committee any time and get most any amount of money they desire.

I do not have to tell you this because all of you know it is a fact. My amendment would make it mandatory that all deficiency bills and reports shall also be available 3 days previous to the time the bill is considered on the floor for the Members of Congress to examine.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. JENSEN. I yield to the gentleman from Minnesota?

Mr. JUDD. If the amendment of the gentleman is accepted and deficiency appropriation bills also have to be brought in with a report 3 days before they are considered and a real emergency arises, requiring immediate action, all we need to do is to suspend the rules on a two-thirds majority. The Congress would do that in a real emergency. This would prevent them from using it on every deficiency bill when there is no emergency.

Mr. JENSEN. The gentleman is right. The Appropriations Committee has been criticized severely, and rightly so, because great appropriation bills come to the floor and the Members have not had an opportunity to see the report or the bill until it comes to the floor. Even the members of the Appropriations Committee rarely see a bill from any other subcommittee except the ones they are on until the day it is brought before the full committee some forenoon and often the same afternoon it is brought before the House.

The criticism has been justified and certainly if any subcommittee should be required to bring a committee report before the House 3 days in advance of action, it should be the deficiency committee because it is less understood than any other report that comes before the House.

Mr. PHILLIPS. Mr. Chairman, will the gentleman yield?

Mr. JENSEN. I yield to the gentleman from California.

Mr. PHILLIPS. The gentleman's amendment is a most excellent one, and I hope it will carry.

Mr. JENSEN. I thank the gentleman for his support.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. JENSEN. I yield to the gentleman from Nebraska.

Mr. CURTIS. Is it not true that the regularly established subcommittees' procedure is fixed, well known, and more or less standardized?

Mr. JENSEN. Certainly.

Mr. CURTIS. This 3-day availability of hearings and reports is not nearly as necessary for them as it is the deficiency committee which might take up anything?

Mr. JENSEN. Right.

Mr. MICHENER. Mr. Chairman, will the gentleman yield?

Mr. JENSEN. I yield to the gentleman from Michigan.

Mr. MICHENER. The gentleman is a member of the Appropriations Committee. He knows whereof he speaks. I want to congratulate him on his courage and his forthrightness in stating these facts as they are.

Mr. JENSEN. I thank the gentleman and I sincerely hope my amendment will be adopted as I am certain it will have the effect of eliminating many millions of needless Government expenditures.

Mr. Chairman, I hope the salary increase and retirement pay section of this bill can be eliminated so I can support the bill on final passage, because in my studied opinion the reorganization of Congress would be beneficial to some degree.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 4 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from Massachusetts [Mr. HESELTON].

Mr. HESELTON. Mr. Chairman; throughout the day I have been considering offering an amendment similar to the one offered by the gentleman from Iowa [Mr. JENSEN]. I decided not to do so upon the advice of the gentleman from Illinois [Mr. DIRKSEN], because I sincerely support the obvious improvement in the organization and operation of Congress in this legislation as submitted by the committee. But I think this amendment would be most constructive. I call your attention to the fact that when this measure passed the other body, this language was not contained in the legislation. I would like to read the comments from the joint committee report, because it emphasizes another phase of this matter which I think is of real importance to all of the Members:

Reports of the full committee on major bills customarily reach the floor soon after committee approval. Under these circumstances, the findings and printed hearings on appropriation bills are usually not available for careful and sustained study by the membership at large before the bills are reported to the House for its action. The hearings are naturally massive in size and complex in detail. As a result, it is not easy for Members of the House fully to inform themselves on the complex contents of appropriation bills before they come up for final action on the floor.

In my judgment, if this same principle were applied to legislative bills, we would have far more efficiency and much better

legislation in the House. I urge that the amendment will be adopted.

The CHAIRMAN. The Chair recognizes the gentleman from Oklahoma [Mr. MONRONEY].

Mr. MONRONEY. Mr. Chairman, in considering this matter there was a very well and carefully made case by the leaders on the Committee on Appropriations that they have to have some elbow room for urgent deficiencies. We recently had an emergency appropriation for the veterans; to pay within a day or two the fund necessary for unemployment compensation. If we nailed down tightly the proposition for 3 days on all appropriations, those urgent matters would be delayed.

The section that has just been adopted does exactly what the gentleman wants to do in discouraging deficiencies. I am heartily in favor of reducing this practice. The bill provides that all appropriations will have to come in in the regular way, with a 3-day interim, and only excludes from this rule deficiency appropriations.

Mr. JENSEN. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Iowa.

Mr. JENSEN. I knew the gentleman was going to bring that up and talk about the veterans, but if it is already taken care of, why not string this language out and then we will know it is taken care of.

Mr. MONRONEY. I do not think the 3 days elbow room on deficiencies is going to hurt or help particularly the thing that the gentleman seeks to accomplish.

Mr. DIRKSEN. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from Illinois.

Mr. DIRKSEN. As a matter of fact, there have been occasions when we had to work fast and include deficiencies and bring them in as an emergency measure.

Mr. JENSEN. That was during the war.

Mr. DIRKSEN. That was recently when General Bradley came before us and said that he ran out of money for the payment of unemployment money for soldiers. We had to bring that in here and get immediate action, so you have a bit of a flexible factor. I hope the amendment of my good friend will be voted down.

Mr. MONRONEY. The other section of the bill will help a lot by eliminating so many deficiencies, which is important, too.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Iowa [Mr. JENSEN].

The question was taken; and on a division (demanded by Mr. JENSEN) there were—ayes 86, noes 79.

So the amendment was agreed to.

The Clerk read as follows:

*Records of Congress*

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for



preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

#### *Preservation of committee hearings*

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

#### *Effective date*

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this act.

#### TITLE II—MISCELLANEOUS

##### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

#### *Stenographic pool*

SEC. 201. The Secretary of the Senate and Clerk of the House of Representatives shall establish a stenographic pool in each of the Senate and House Office Buildings for the use of Members during peak periods when their existing clerical facilities are inadequate to their needs, and shall make its facilities available, within proper limits, to the Members of Congress, under such rules and regulations as they may prescribe.

Mr. WHITTINGTON. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. WHITTINGTON: On page 55, lines 6 to 14, inclusive, strike out section 201.

Mr. WHITTINGTON. Mr. Chairman, I shall detain the Committee but a moment, and only to say that I favor the general purposes of the pending bill and am supporting it. This bill contemplates a reduction in the number of committees, more adequate staffs, clerical assistance, and stenographic service for the committees. The section under consideration, section 201, provides that the Secretary of the Senate and the Clerk of the House shall establish a stenographic pool in the Senate and in the House Office Buildings that shall be available to Members of Congress in periods of peak work. My amendment would strike out that section. It is stated that the pool is needed in the Senate. I answer that if we strike it out here it will still be in conference. It is said that stenographic pools are used in the departments of the Government. I answer that if they are, they are used under the general direction of the chief of the department. My thought is that it will not be satisfactory for the Clerk of the House and the Secretary of the Senate to be the supervisors of the offices of 435 Members of the House and 96 Members of the Senate. This bill makes no change in the allowances for clerk hire to each Member of Congress. All are treated exactly alike. If this pool remains in the bill, there will be discrimination that will be irritating and that will lead to worse than confusion and to great dissatisfaction. For that reason, I have offered this amendment to strike out the section. I trust the Committee will adopt the amendment.

Mr. MICHENER. I quite agree with the gentleman.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. WHITTINGTON. I yield to the gentleman from North Carolina.

Mr. COOLEY. How would the stenographers in the pool be compensated?

Mr. WHITTINGTON. I understand they would be hired and compensated by appropriations from the Federal Treasury, but I do not know what they would be doing while they were waiting around to be assigned to Members. At all events, I think that all Members of the House should be treated alike.

Mr. HOFFMAN of Michigan. How would you allocate them, that is what we want to know.

Mr. WHITTINGTON. I do not believe they could be allocated to all Members alike. There would be discrimination. I oppose the pool. I urge that the section be eliminated.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 10 minutes, 2 minutes to be reserved to the committee.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from Texas [Mr. POAGE].

Mr. POAGE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. POAGE as a substitute for the amendment offered by Mr. WHITTINGTON:

On page 55, lines 7 and 8, strike out the words "and clerk of the House of Representatives."

In line 9 strike out the words "each of" and the words "and House."

In line 13, strike out the word "Congress" and insert the word "Senate."

Mr. POAGE. Mr. Chairman, I had prepared an amendment identical to the amendment offered by the gentleman from Mississippi. But on further consideration it seemed to me there was no occasion for the House taking it upon itself to legislate regarding the prerogatives of the other body. The only difference between the substitute and the amendment offered by the gentleman from Mississippi is simply that the substitute relates only to the prerogatives of this body and not to any other body.

Mr. WHITTINGTON. Will not that matter be better promoted by striking out this section, thus allowing the Senate section to remain and the matter could then be adjusted if it is still insisted on in conference.

Mr. POAGE. I do not think so, else I would have accepted the amendment offered by the gentleman from Mississippi. It is my opinion there is no occasion for us to do something that might be considered as an affront or lack of proper courtesy to the other body. I fully concur in the ideas of the gentleman from Mississippi that there is no occasion for this stenographic pool. I think it would be nothing but a source of irritation, annoyance, and trouble.

The proposal to reorganize many of the procedures and activities of the Con-

gress is a worthy one. I am for it. Most of the Members of this House are for it. We want to wipe out useless committees and to make those which remain actually function. We want to provide the committees with adequate help to intelligently perform their duties. I believe this bill does that in a rather acceptable manner. But, important as committee work is, it falls far short of covering all of a Member's work.

Unless a Congressman has an adequate and efficient office staff, it becomes impossible to do any work satisfactorily. No Congressman is going to be able to do any outstanding work with regard to pending legislation if he knows that he is neglecting fifty or a hundred letters about the OPA, housing, or the draft. Nor will he be able to give his best, either in the committee or on the floor, if he realizes that he has done nothing about the requests of dozens of veterans who each day ask for numerous contacts. In short, the work in our own offices is basic. This bill falls far short in caring for the ever-increasing load of individual office work—yet this work, particularly veterans work—is sure to rapidly increase.

Originally it was suggested that each Member be given an executive assistant. Many Members do not like that name. That provision was stricken out. The only relief offered by this bill for your pressing office work is the creation of a stenographic pool. I do not believe that such a pool will be of any practical value. When one Member has extra work, most other Members are likely to have extra work. If the pool were large enough to provide help for all when it was needed, we might just as well assign extra help directly to each Member. In fact, this is the only way that the extra help will be at all efficient. I, therefore, ask that you adopt the substitute amendment and not offer gratuitous offense to anybody else. I ask you to abandon this stenographic pool.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield.

Mr. COOLEY. How will the pool be compensated? Will they be paid out of the general fund or will each Member have to pay for the services he gets?

Mr. POAGE. I assume it will be paid out of the general fund.

Mr. COOLEY. I agree with the gentleman that there is no reason for it.

Mr. POAGE. The bill is not clear on it and it seems to me we might as well wipe out that uncertainty.

If I can gain recognition, I shall follow this amendment with another to provide an extra clerk at \$5,000 per year for each Member. This clerk would in my office, and doubtless in most offices, find that veterans' matters would consume practically his full time.

I have fixed the sum at \$5,000 per year simply because I feel that it is the absolute minimum for which we can expect to secure the help we so clearly need. I have also taken into consideration the fact that the bill provides an increase of \$5,000 in Congressional salaries. I propose, if recognized, at the proper time to offer an amendment to strike out all of the provisions relative



to an increase in salary for the Members. In short, I propose that we forego any increase in our own salaries in an effort to contribute to the maintenance of economic stability. On the other hand, I suggest that we devote the same amount of money to providing our constituents with a better service from our offices. I could use the salary increase just as well as the next Member. My expenses have gone up just as have yours. I know that Congressmen have had no increase for more than 20 years, but I also know that our action on our own salaries will be taken as a basis for other wage and salary adjustments. I do not want to be responsible for setting off a new wave of inflation. I believe that the national interest should control. At the same time the provisions for an extra clerk would not profit the Members at all. It would not set a precedent for higher wages and higher prices. It would, however, help each Congressman to serve his people and would, I feel sure, aid in making each Member a better legislator.

The CHAIRMAN. The Chair recognizes the gentleman from Nebraska [Mr. STEFAN].

Mr. STEFAN. Mr. Chairman, I favor some reorganization of Congress in order to eventually bring about a balanced budget, but I cannot support this bill. I know that this is a rather unpopular position. This bill contains many provisions which in my opinion would eliminate overlapping work. There are provisions which would consolidate committees and save much time. There are provisions which would make better budgeting work. There are provisions which, in my opinion, would make better scrutiny of expenditures. But there are other provisions which do not belong in the bill. I feel that this bill should come to us with all of the provisions which would save the taxpayers' money and eliminate numerous committees which could be consolidated with others. But the retirement and salary-increase sections should be stricken out or brought up in some other bill and debated separately on their merits. It is one thing to say that we should streamline Congress in order to balance the budget and bring our legislative business up to date. But it is another thing when you put into the same bill two items which in my opinion would nullify the real purpose of the bill—mainly, balance the budget. I cannot see how you can start balancing the budget with this legislation when you include in it increase of salaries and also include retirement benefits. I fear, Mr. Chairman, this is just another addition to the salary-increase bills which have recently come before this House. I have not supported them all because they just add to inflation and merely build walls against any attempt to balance the budget. They just add to our tremendous public debt, which should be reduced instead of increased. The only place you can get this money is from the taxpayers, and their load is heavy enough.

This House recently passed a bill increasing the salaries of Federal employees. That added hundreds of mil-

lions of dollars annually to the taxpayers' burden. I did not support that measure. This House recently passed a bill increasing salaries of the Foreign Service. This bill gave \$25,000 annually to some of these employees plus \$25,000 a year for entertainment for each of them. I fought against this measure and voted against it. This House recently passed the British gift or loan which included \$4,000,000,000. I opposed that measure because we do not have the money and because it was not a business loan. I felt it would add to our inflation. There was some other salary-increase legislation which I opposed for the same reasons. So I cannot consistently support this measure which will just add millions more toward our annual expenses.

What this Congress should do—and what I have been consistently trying to do for a long time, is to stop this wild spending and cut down the number of Federal employees and cut down the number of these useless bureaus.

In spite of what some of us have been endeavoring to do toward cutting down the Federal pay roll; in spite of our continued demands for elimination of overlapping Federal work; in spite of our demands that the number of unnecessary employees be cut down, there are still about three million people on the Federal pay roll and demands are coming from them for still another wholesale increase in salary. At least 1,000,000 of these people should be eliminated at once. If that is done it would really be a contribution toward balancing the Budget and also a contribution toward putting some brakes on inflation.

Mr. MONRONEY. Mr. Chairman, this is not just a casual amendment that was dropped in here. It was placed in after testimony was given by the organization of your secretaries, men who have to handle the mail and the inquiries from constituents and problems that come to every congressional office.

One of the criticisms against giving ourselves additional clerk hire is always true, that with part of the Members at certain times they are completely overloaded and swamped with correspondence from their home districts, when down the hall perhaps four or five or six Members are sitting almost idly, or with very little correspondence.

We are trying to reach the situation of furnishing additional help where peak loads occur so that we will not have to give every single Member an additional secretary at \$2,500 or \$3,000 a year, but give it only in the places where it is needed.

I think it is good, sound business practice and I think the Congress can make good use of this. If the Congress is afraid it would not work, then we must say it will not work because we lack the business and administrative ability to make it work.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield.

Mr. HOFFMAN of Michigan. Does the gentleman not think there should be some provision in there that there should be no discrimination because of race, color, age, or sex, or something like that?

Mr. MONRONEY. I had hoped we would be able to keep this on a functional basis.

Mr. HOFFMAN of Michigan. That is what I was trying to do, because who would want to function with some of the secretaries they would hire?

Mr. MONRONEY. I believe when the Members use this for a year they will find it is a great help to them in carrying on their business, instead of adding to their offices extra clerks that they might not need most of the time.

The CHAIRMAN. The time of the gentleman from Oklahoma has expired. The question is on the perfecting amendment offered by the gentleman from Texas [Mr. POAGE].

The amendment to the amendment was rejected.

The CHAIRMAN. The question recurs on the amendment offered by the gentleman from Mississippi [Mr. WHITTINGTON].

The question was taken; and on a division (demanded by Mr. WHITTINGTON) there were—ayes 141, noes 56.

So the amendment was agreed to.

The Clerk read as follows:

#### INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 202. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 percent; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

Mr. POAGE. Mr. Chairman, I offer an amendment to section 202.

The Clerk read as follows:

Amendment offered by Mr. POAGE: On page 56, line 8, add a period and a new sentence to read as follows:

"Each Member of the House of Representatives is authorized to employ an extra clerk to assist on veterans' and other matters. He shall receive compensation at a rate not to exceed \$5,000 a year."

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 12 minutes, the last 2 minutes to be reserved to the committee.

Mr. JUDD. Mr. Chairman, reserving the right to object, will there be an opportunity to offer a substitute for the Poage amendment?

Mr. MONRONEY. I would think the Chair would recognize the gentleman to offer a substitute and recognize him for 5 minutes to be heard on the substitute. That would still leave 2 minutes to the committee.



The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The gentleman from Texas [Mr. POAGE] is recognized.

Mr. POAGE. Mr. Chairman, this amendment is the one I mentioned a few moments ago to provide an additional clerk at \$5,000 a year for each Representative. It seems to me that in no manner can this House do a better thing for the people we represent than to give ourselves the assistance necessary to perform the duties that are daily becoming heavier. It seems to me that only in that way can we hope for any opportunity for the Members to devote more serious attention to vital public legislation.

Mr. MICHENER. Mr. Chairman, will the gentleman yield?

Mr. POAGE. I yield.

Mr. MICHENER. As a matter of fact, the gentleman's amendment would restore the executive assistant that was stricken from the Senate bill at a lesser salary and under another name.

Mr. POAGE. I think that is probably a fair statement. I think it was the name that was given in the original bill that brought about a good deal of unjustified criticism because a great many people did not like the title. If you do not like the title we will call him something else, call him a clerk. Call him what you will. What I want is to get some work done in our offices and to leave the Members some opportunity to devote more time to truly legislative matters. What I want is somebody I can call on to handle some of the details of the office. What I want and what I believe you want is someone who can do the job for the people of your districts. I do not care what you call him, whether you call him a clerk or whether you call him a messenger. The title is insignificant. The work is the thing that is important, and the work is for the people of your districts. If you think this work is not going to increase next year all you have to do is to see the number of veterans' cases that are building up for you. If you think these veterans' cases do not require a man somewhat learned in that work, you just try turning these cases over to somebody out of a stenographic pool. If you think that you can satisfy the veterans of your district by turning over their cases which mean so much to them to some \$1,800 a year stenographer, just try doing it. I think it is perfectly clear that you must be able to employ somebody with some judgment and some experience and some ability, and I do not think you can get such a person for less than \$5,000 a year. It is for that reason I believe it is good for the people we represent. In other words, I am trying to see to it that instead of simply aiding the Members of Congress that this bill should aid the people we represent. Therefore, if I can secure recognition when we come to the section of Members' salaries, I shall offer an amendment to strike out the proposed \$5,000 per year increase. I realize that the gentleman from Ohio, a Member of the Rules Committee, has given notice that he will claim recognition on this

item and that if he does, I will have no opportunity to offer my amendment, but I am sure that in one way or another we will get a chance to vote to reduce our own salary, and in view of the present effect that this increase may have on our national economy, I feel that we should vote against an increase in our own salary, but that we should use the same money to provide a better service for the people.

Mr. JUDD. Mr. Chairman, I offer a substitute amendment for the amendment offered by the gentleman from Texas [Mr. POAGE].

The Clerk read as follows:

Substitute amendment offered by Mr. JUDD to the amendment of Mr. POAGE: On page 56, in line 8, insert the following: "Each Senator and Representative in Congress, Delegate from the Territories, and the Resident Commissioner from Puerto Rico is authorized to employ an administrative assistant whose duty it shall be to assist the Members in carrying out their departmental business and other duties in Washington. Each such administrative assistant shall receive compensation at a rate not to exceed \$6,000 a year."

Mr. JUDD. Mr. Chairman, this substitute amendment is almost exactly the language that was in the bill passed by the Senate. There are only two changes. One is that I have specified that the administrative assistant must work "in Washington" because the objection was raised that some individuals conceivably might hire a man at \$6,000, \$7,000, or \$8,000 a year—\$3,000 was the original figure—to carry on political work in his own district; or that it might become just a patronage plum. That is not the purpose of the amendment, so I have modified it to read that it shall be the duty of the administrative assistant "to assist the Member in carrying out his departmental business and other duties in Washington." It would be permissible for the Member to send him to his district to investigate some problem, of course, but the primary obligation of the assistant would be to work not in the home district but in the Congressman's office in Washington. This should correct that objection by some.

The second change is that the basic compensation is reduced from a mandatory salary of \$8,000 a year to "at a rate not to exceed \$6,000 a year." A basic salary of \$6,000 a year actually means \$8,339.10. If you were to leave it at \$8,000 as in the Senate bill, the individual would get \$10,000, exactly the same salary a Congressman now gets. Eight thousand, three hundred and thirty-nine dollars and ten cents, it seems to me, is enough to get a top-notch assistant. Furthermore, I do not think the Member should be required to hire at the full amount or nothing. Probably one would not want to hire such an assistant at first at the full rate, without chance for increase. I would prefer to hire him at four or five thousand dollars base, and then raise him gradually to the full amount if and as he makes good.

Mr. Chairman, to me this is the single, most valuable part of the bill, from the standpoint of the Congressman's work. If the purpose of this bill is, as has been said, to save our time and to increase our

efficiency, no single thing can do more toward that end than to enable us to get a capable high-grade individual who can do far more than clerical work. He can exercise initiative, prepare material for our use, and take responsibility, especially in handling matters with the executive departments, thereby freeing us for our primary responsibilities, namely, to study national problems and devise and enact wise legislation to deal with them.

Mr. MASON. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from Illinois.

Mr. MASON. I have such an administrative assistant now, only she gets \$5,000 a year, not \$6,000, and every Member of this House could have done the same if they wanted to.

Mrs. WOODHOUSE. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from Connecticut.

Mrs. WOODHOUSE. Would the gentleman agree that this will greatly improve our legislation by giving Members of Congress the opportunity to do what is really their job, that is, to understand our economic problems?

Mr. JUDD. I certainly do. The gentlewoman I know had prepared a similar amendment and I am glad that she and many others approve. I hope everyone will agree.

Mr. JACKSON. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from Washington.

Mr. JACKSON. I want to compliment the gentleman for offering the amendment. I think it goes to the very heart of our problem here and that is to give the Members more opportunity to look after affairs on the floor of the House.

Mr. JUDD. I hope the Committee will accept the amendment, not for the sake of the Congressmen but for the sake of the country.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. MONRONEY. Mr. Chairman, I rise in opposition to the pending amendment.

Mr. Chairman, the committee as you know considered very carefully the question of an administrative assistant. That was in the bill when it passed the Senate. In an effort to bring this bill to the floor of the House, as I told you before, it was necessary not only for the members of the special committee to consider this, but to take it up with the leadership on both sides of the aisle.

They have considered the bill as carefully as we have, and it was their considered, conscientious opinion that we should not vote ourselves an administrative assistant at this time.

They felt that the matter was being tried out in the other body. Being only 96 of them, they have a great deal more administrative work per Member than we have to do. There was no question that they had to have it in order to remain on the floor to consider legislation. I feel if this plan works in the other body that the House can later adopt it.



The difficulty is in trying to handle the unequal work load that districts have. If you could be sure that only the Members who absolutely have to have this assistant would take it, then I would say it would be a very fine thing for the House to adopt the amendment. But I am afraid that would not be the case.

Mr. REED of New York. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. I yield to the gentleman from New York.

Mr. REED of New York. I can see where you would have just about one potential candidate for Congress for every Member of the House and you would have to spend more time in your district to keep him from defeating you.

Mr. MONRONEY. I do not agree with the gentleman at all. I would hate to believe that Members of Congress could not choose a secretary or an assistant who would be loyal to him.

But, gentlemen, I believe we have a definite obligation because of the help and the cooperation that the leadership gave us in getting this bill to the floor. It has been carefully considered by them, and I do hope that you will give due weight to their suggestions as we consider the adoption of these other two amendments.

The CHAIRMAN. The time of the gentleman from Oklahoma has expired. All time has expired.

The question is on the substitute amendment offered by the gentleman from Minnesota [Mr. Judd] for the amendment offered by the gentleman from Texas [Mr. Poage].

The substitute amendment was rejected.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Texas [Mr. Poage].

The question was taken; and on a division (demanded by Mr. Poage) there were—ayes 32, noes 162.

So the amendment was rejected.

The Clerk read as follows:

#### COMMITTEE STAFFS

Sec. 203. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) The Committee on Appropriations of each House and each subcommittee thereof is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staff on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of each Committee on Appropriations and each subcommittee thereof as the committee or subcommittee may deem

advisable. Such committee or subcommittee is further authorized to discharge by a majority vote of the committee or subcommittee any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them. In addition to other duties, such professional staff members shall aid the chairmen and ranking minority members in making careful studies of budget requests with a view to eliminating unnecessary expenditures.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$6,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of 1 year after he shall have ceased to be such a member.

Mr. CANNON of Missouri. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CANNON of Missouri:

Page 57, line 1, in lieu of the matter inserted as subsection (b), insert the following:

"Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the Committee by a majority vote, including the rights and powers conferred by House Resolution No. 50, adopted January 9, 1945."

Page 58, line 15, strike out "\$6,000" and insert "\$5,000."

Page 58, line 17, strike out "\$6,000" and insert "\$8,000."

Page 58, line 18, after "(f)", insert "Except as otherwise provided in this act."

Mr. CANNON of Missouri. Mr. Chairman, I have offered this series of amendments to section 203 after consultation with the gentleman in charge of the bill, the gentleman from Oklahoma [Mr. MONRONEY], and his colleague on the committee, the gentleman from Illinois [Mr. DIRKSEN], to whom they are satisfactory.

The first, offered as a complete substitute for the text of subsection (b), provides for the staffing of the Committees on Appropriations of the House and Senate, in accordance with needs as determined by those Committees, and makes permanent provision for the investigative system of the House Committee on Appropriations, which the House heretofore has approved through the medium of House resolutions. This system has been in operation since March 1943, and has proven to be highly effective. It has resulted in the saving of millions of dollars. One of its features is its small cost incident to the employment of experts only when there is work to be done and their prompt dismissal when the work is concluded. We employ a chief investigator continuously, and he recruits experts in matters assigned to him for investigation as and when authorized by the committee.

Mr. MONRONEY. Mr. Chairman, will the gentleman agree to strike out the last item, on page 58, line 18? We will agree to the others without argument, but we cannot agree to that last one.

Mr. CANNON of Missouri. Mr. Chairman, I ask unanimous consent that the amendment be modified to exclude the last item.

The CHAIRMAN. Is there objection to the request of the gentleman from Missouri?

There was no objection.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri is modified.

The amendment was agreed to.

Mr. CANNON of Missouri. Mr. Chairman, I offer a further amendment.

The Clerk read as follows:

Amendment offered by Mr. CANNON of Missouri: On page 59, after line 3, insert the following new subsection:

"(h) Notwithstanding the foregoing provisions—

"(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this act during the fiscal year 1947, unless sooner removed for cause.

"(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

"(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House



of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this act, the Committee on Rules and Administration of the Senate, with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner."

On page 67, line 14, strike out "and (f)" and insert in lieu thereof "(f), and (h)."

Mr. CANNON of Missouri. Mr. Chairman, this is to continue in status quo the items carried in the annual appropriation bills as to standing committees, except those to be abolished, as to which special provision is made.

Mr. MONRONEY. Mr. Chairman, the committee agrees to that amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri.

The amendment was agreed to.

The Clerk read as follows:

#### LEGISLATIVE REFERENCE SERVICE

SEC. 204. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for or bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American

government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 204 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 205. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

(1) For the fiscal year ending June 30, 1947, \$150,000;

(2) For the fiscal year ending June 30, 1948, \$200,000;

(3) For the fiscal year ending June 30, 1949, \$250,000;

(4) For the fiscal year ending June 30, 1950, \$250,000; and

(5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

Miss SUMNER of Illinois. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I will not be in politics any more and I have no personal interest in this matter, but we of the proletariat do not like this bill. I think it is a heads-I-win tails-you-lose proposition. You go to the country and you say, "What you do not like about what the Congress has been doing is all the fault of the way the Congress was run. It is not going to be run that way any more. From now on it is going to be economical, because we passed a law making Congress economical."

Then if the people believe it and you win, you come back and get \$15,000 a year for 6 months' work, and that is all right providing it improves the breed, which it may not, probably will not, and at the same time means raising the salaries of bureaucrats inevitably. But if you get defeated in spite of all that, what happens? If you have been here 6 years, and most Members have, and in view of the legislation that has been passed they ought to come back—it seems they have passed laws to give anybody who has a vote something in the last 6 years—but if you are defeated and you have been here 6 years then you are put on a pension. It seems to me that is unfair to the people. I personally do not want to speak against it and I have nothing against it personally. I notice it is as difficult to separate Members from this bill as it is to separate a dog from a bone.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield?

Miss SUMNER of Illinois. I yield to the gentleman from Michigan.

Mr. HOFFMAN of Michigan. As long as the gentlewoman is not coming back, it does not make any difference to her.

Miss SUMNER of Illinois. No; not to me personally, but as a taxpayer. I am a member of the so-called proletariat.

Mr. HOFFMAN of Michigan. I know the gentlewoman is, and a very capable one, and I expect to be some time. I only wish she had consented to stand for reelection. Under this bill I will have to bet that an old man like myself will live 4 years in order to get his money back.

Miss SUMNER of Illinois. The gentleman is smart; he will get along.

Mr. HOFFMAN of Michigan. I thank the lady. I do not expect to live that long but I do expect to be able to take care of myself as long as I live.

Miss SUMNER of Illinois. I will pay you a compliment. I think you are all smart enough to get along without that pension of \$3,000 a year or whatever it is for a few years. It is a challenge to start out at that age and try to make good. After all, this ought to be the kind of a country where there is no place for a man of leisure. If we get too many people from the bureaucracy and the Congress—and this bill just makes the Congress a sort of bureaucracy, and we seem to be heading in that direction—if we get too many people spending all their active life in politics and then the balance of their days on a pension, it certainly is not America. It is just too much like Russia or Germany or whatever you call it, the kind of a state where the government owns and controls everything and everybody and the rest of us poor worms have to pay for it.

Mr. EBERHARTER. Mr. Chairman, will the gentlewoman yield?

Miss SUMNER of Illinois. I yield.

Mr. EBERHARTER. You see this pension is only to go to those who have reached 62 years of age and, of course, many think a man or woman is not of very much use in a business sense after that age, generally speaking, and that is when the pension is payable.

Miss SUMNER of Illinois. Well, after all, what is wrong with 62 years of age? It has always been the case in government that the wise men were the old men. You remember what Plato said in the Republic that the old men were the ones with wisdom and experience. I, for one, if this bill would bring such a thing about, am not for any bill that would root out the gentleman from North Carolina [Mr. DOUGHTON]. I think he is worth 100 of the young fry. It ought to be a suspicious circumstance to you that the big drive for this bill has come from the same people and the same magazines and the editors who were for all this legislation that has caused the disintegration of the Government and of the Congress.

The Clerk read as follows:

#### Studies by Comptroller General

SEC. 206. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.



#### *Expenditure analysis by Comptroller General*

SEC. 207. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses, shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### *Correction of military and naval records*

SEC. 208. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

#### **PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS**

##### *Improvement of Congressional Record*

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

##### *Joint Committee on Printing*

SEC. 222. Section 1 of the act entitled "An act providing for the public printing and binding and the distribution of public documents," approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

##### *Joint Committee on the Library*

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

##### *Transfer of functions*

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this act, hereby transferred to that standing committee created by this act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the respective chairmen of the Committees on Civil Service of the two Houses created by this act shall be members of the National Archives Council.

##### *Joint Committee on the Economic Report*

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Em-

ployment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1."

#### *Economic report of the President*

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the President) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session."

#### **PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES**

##### *Remodeling of caucus rooms and restaurants*

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House restaurants to provide for more convenient dining facilities.

##### *Assignment of Capitol space*

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

##### *Senate and House pages*

SEC. 243. (a) The Secretary of the Senate and the clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of congressional pages and pages of the Supreme Court in the public-school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public-school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

Mr. MONRONEY. Mr. Chairman, I offer a committee amendment on page 67, line 10.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: On page 67, line 10, insert:

"SEC. 244. All necessary funds required to carry out the provisions of this act by the Secretary of the Senate and the Clerk of the House are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this act, under their respective jurisdictions."

Mr. MONRONEY. Mr. Chairman, this simply authorizes the Secretary of the

Senate and the Clerk of the House to carry out the provisions of this act.

The CHAIRMAN. The question is on the committee amendment.

The committee amendment was agreed to.

The Clerk read as follows:

##### *Effective date*

SEC. 244. This title shall take effect on the date of its enactment; except that sections 203 (a), (b), (c), (e), and (f), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

#### **TITLE III—REGULATION OF LOBBYING ACT**

##### *Short title*

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act."

##### *Definitions*

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

##### *Detailed accounts of contributions*

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least 2 years from the date of the filing of the statement containing such items.

##### *Receipts for contributions*

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within 5 days after receipt thereof render to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

##### *Statements to be filed with clerk of House*

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a), (b), or (c) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement con-



taining complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### *Statement preserved for 2 years*

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, D. C., but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### *Persons to whom applicable*

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

Mr. MONRONEY. Mr. Chairman, I move to strike out the last word, and I ask unanimous consent to revise and extend my remarks.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

[Mr. MONRONEY addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. DIRKSEN. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I reluctantly trespass on the patience of the Committee at this late hour, but I thought I should do so

because the antilobbying title is quite an important title and there has been some concern about it in certain quarters.

This has been examined by a good many organizations to see whether or not it would be actually restrictive. As a matter of fact, a number of suggestions were made to the committee and those suggestions were carefully considered. Later on, some of the organizations which suggested amendatory language thought it was just as well not to have it included.

The gist of the antilobbying provision is contained in section 307. What this is designed to do is to bring about registration, and a statement of receipts and expenditures on the part of a person who is employed for the principal purpose of accomplishing two things. First, the passage or defeat of any legislation by the Congress of the United States; the second is to influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

The question has been raised as to whether or not an organization that pays a man to be vigilant upon legislation here would have to schedule all of their assets and all of their receipts and probably file a very long administrative record with the Clerk of the House. That is certainly not the intent of the committee. There are some clarifying sections and some exclusions which you will find in section 308. I thought some word should be addressed to that point at this time.

Mr. VORYS of Ohio. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. VORYS of Ohio. Is not this the situation, that the definition of "person," which includes both a person, association, or corporation, makes it perfectly clear that while an association might not be principally engaged in that work and would therefore not have to make a report, its employee who was principally engaged in that kind of work would have to make a full report?

Mr. DIRKSEN. That was my own conception of what is intended.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. CURTIS. Would the representative of a chamber of commerce or a manufacturers' association or the farm bureau or labor union have to register? They are created for broad general purposes.

Mr. DIRKSEN. If he comes here and appears before committees, you will find excluding language on page 73, which says the provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or in opposition to legislation. I raised the question whether or not if the representative of an industry in my area came down here and appeared before a committee and then went back home and struck off some mimeographed data or appeared on the radio in support of or opposition to legislation, it could be inferred that he was a lobbyist within the meaning of this title. There was some additional language as that bill left the

Senate. If he went home and in furtherance of that activity carries on any kind of endeavor then he would come within the purview of the section. That language has been stricken out.

What we are trying to do here is to reach those whose principal purpose, not incidental purpose, but whose principal purpose is to come here and enation either by bringing about its defeat or its enactment.

Mr. CURTIS. What is the situation in reference to the executive department of the Government lobbying?

Mr. DIRKSEN. With reference to the Government lobby, as the gentleman refers to it, there is a provision here that that shall not apply to an official of the Government who comes here in his official capacity. Certainly if they are going to send a lot of folks up here who do not come in their official capacity we are going to find it out quickly and we know what to do with them through the instrumentality of an appropriation bill.

Mr. CURTIS. Just one more question: The lobbying that takes place at the present time is not approaching the Congress directly but it is radio appeals that causes thousands if not millions of people to contact their Congressmen or somebody else in connection with the Government. What does this bill do to reach that situation?

Mr. DIRKSEN. If it is anywhere in the country and the principal purpose is to bring about the influencing of legislation then the person would come within the purview of this legislation.

Now at this point, I want to insert the comment contained in the House report on this title so that it may have wide circulation and come to the attention of those who are particularly interested in this title:

#### TITLE III—REGULATION OF LOBBYING ACT

This title deals with a subject that has frequently been before the Congress, in the form of bills to regulate lobbying activities. In order that there may be no misunderstanding of the purposes of this title it is desirable to make a statement as to what the title does and what it does not do. There follow some of the things that the title does not do:

First. It does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who merely appear, openly and frankly, before the committees of Congress.

Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.

Fifth. It does not apply in any manner to persons who appear voluntarily without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which formed.

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required under



the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested. The title in no wise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources and purposes of their employment and the amount of their compensation.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Section 301. Short title: This section provides a short title, namely, the "Federal Regulation of Lobbying Act."

Section 302. Definitions: This section contains definitions and for convenience of reference the definitions of "contribution," "expenditure," and "legislation" are included herein as follows:

"(a) The term 'contribution' includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

"(b) The term 'expenditure' includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

"(c) The term 'legislation' means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House."

Section 303. Detailed accounts of contributions: This section makes it the duty of every person soliciting or receiving contributions (as defined above) to any organization or fund for the purposes defined in section 307 (post) to keep a detailed and exact account of all contributions; the name and address of every person making a contribution of \$500 or more and the date thereof; all expenditures made by or on behalf of the organization or fund; and the name and address of every person to whom any expenditure was made, and the date thereof. It is further made the duty of such person to keep receipted bills for expenditures in excess of \$10, and to preserve the receipted bills and accounts required to be kept for at least 2 years from the date of filing of the statement containing such items.

Section 304. Receipts for contributions: This section requires every individual who receives a contribution of \$500 or more for the purposes specified in section 307 (post) within 5 days after receipt, to render to the person or organization for which it was received a detailed account thereof, including the name and address of the person making the contribution and the date on which received.

Section 305. Statements to be filed with Clerk of House: This section requires every person receiving any contributions or expending any money for the purposes specified in section 307 (post) to file with the Clerk of the House a statement showing the names and addresses of persons contributing

\$500 or more; the total sum of the contributions made to or for such person during the calendar year and not stated under the foregoing requirement; the total sum of all contributions made to or for such person during the calendar year; the name and address of each person to whom an expenditure of \$10 or more has been made within the calendar year by or on behalf of such person and the amount, date, and purpose of such expenditure; the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under the foregoing requirement, and the total expenditures made by or on behalf of such person during the calendar year. Statements required to be filed hereunder shall be cumulative during the calendar year to which they relate.

Section 306. Statement preserved for 2 years: Statements required to be filed with the Clerk must be preserved for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

Section 307. Persons to whom applicable: This section defines the application of the title and includes any person who by himself or through any agent or employee or other person in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any one of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States. It will be noted in this connection that under the definition set forth above "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House and includes any other matter which may be the subject of action by either House.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress.

Section 308. Registration with Secretary of Senate and Clerk of House: This section requires any person who engages himself for pay or for any consideration, for the purpose of attempting to influence the passage or defeat of legislation, to register with the Clerk of the House and the Secretary of the Senate giving full details of his employment, and to report each calendar quarter details concerning money received and expended by him during the preceding calendar quarter in carrying on his work. There are excepted from the provisions of this section persons who merely appear before committees in support of or in opposition to legislation; public officials acting in their official capacity; and newspapers and periodicals acting in the regular course of business. All information required to be filed with the Clerk and Secretary shall be compiled by them, acting jointly, and printed in the CONGRESSIONAL RECORD.

Section 309. Reports and statements to be made under oath: This section requires all reports and statements to be made under oath.

Section 310. Penalties: This section makes it a misdemeanor to violate any of the provisions of the title and provides punishment by fine of not more than \$5,000 or imprisonment for not more than 12 months, or both. In addition to these penalties any person convicted of the misdemeanor specified above is prohibited for a period of 3 years from attempting to influence directly or indirectly the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or in opposition to proposed legislation; and any person who violates this provision is guilty of a felony and subject to punishment by a fine

of not more than \$10,000 or imprisonment for not more than 5 years, or both.

Section 311. Exemption: This section provides that the title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said act.

Now, Mr. Chairman, by way of further clarification, I want to follow with that portion of the Senate report accompanying this bill, which deals with the lobbying title.

It should prove helpful in a determination of those cases and persons to whom the title does not apply and then specifies three broad groups who would be required to comply with its provisions.

#### TITLE III—REGULATION OF LOBBYING ACT

This title deals with a subject that has frequently been before the Congress, in the form of bills to regulate lobbying activities. In order that there may be no misunderstanding of the purposes of this title the committee desires to make a statement as to what the title does and what it does not do. There follow some of the things that the title does not do:

First. It does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who appear openly and frankly before the committees of Congress and engage in no other activities to influence legislation.

Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.

Fifth. It does not apply in any manner to persons who appear voluntarily without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which formed.

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required under the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested, but carefully conceal from Members of Congress whom they happen to contact the purpose of their presence. The title in no wise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources and purposes of their employment and the amount of their compensation.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation



which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Section 301. Short title: This section provides a short title, namely, the Federal Regulation of Lobbying Act.

Section 302. Definitions: This section contains definitions and for convenience of reference the definitions of "contribution," "expenditure," and "legislation" are included herein as follows:

"(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

"(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

"(c) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House."

Section 303. Detailed accounts of contributions: This section makes it the duty of every person soliciting or receiving contributions (as defined above) to any organization or fund for the purposes defined in section 307 (post) to keep a detailed and exact account of all contributions; the name and address of every person making a contribution of \$500 or more, and the date thereof; all expenditures made by or on behalf of the organization or fund; and the name and address of every person to whom any expenditure was made, and the date thereof. It is further made the duty of such person to keep receipted bills for expenditures in excess of \$10, and to preserve the receipted bills and accounts required to be kept for at least 2 years from the date of filing of the statement containing such items.

Section 304. Receipts for contributions: This section requires every individual who receives a contribution of \$500 or more for the purposes specified in section 307 (post), within 5 days after receipt, to render to the person or organization for which it was received a detailed account thereof, including the name and address of the person making the contribution and the date on which received.

Section 305. Statements to be filed with Clerk of the House: This section requires every person receiving any contributions or expending any money for the purposes specified in section 307 (post) to file with the Clerk of the House a statement showing the names and addresses of persons contributing \$500 or more; the total sum of the contributions made to or for such person during the calendar year and not stated under the foregoing requirement; the total sum of all contributions made to or for such person during the calendar year; the name and address of each person to whom an expenditure of \$10 or more has been made within the calendar year by or on behalf of such person and the amount, date, and purpose of such expenditure; the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under the foregoing requirement, and the total expenditures made by or on behalf of such person during the calendar year. Statements required to be filed hereunder shall be cumulative during the calendar year to which they relate.

Section 306. Statement preserved for 2 years: Statements required to be filed with the Clerk must be preserved for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

Section 307. Persons to whom applicable: This section defines the application of the title and includes any person who by himself or through any agent or employee or other person in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any one of the following purposes: (a) The passage or defeat of any legislation by the Congress of the United States. It will be noted in this connection that under the definition set forth above "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House and includes any other matter which may be the subject of action by either House. (b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress.

(c) To influence, directly or indirectly, the election or defeat of any candidate for any elective Federal office.

SEC. 308. Registration with Secretary of Senate and Clerk of House: This section requires any person who engages himself for pay or for any consideration, for the purpose of attempting to influence the passage or defeat of legislation, to register with the Clerk of the House and the Secretary of the Senate, giving full details of his employment, and to report each calendar quarter details concerning money received and expended by him during the preceding calendar quarter in carrying on his work. There are excepted from the provisions of this section persons who merely appear before committees in support of or in opposition to legislation but who engage in no further or other activities in connection with the passage or defeat of such legislation, public officials acting in their official capacity, and newspapers and periodicals acting in the regular course of business. All information required to be filed with the Clerk and Secretary shall be compiled by them, acting jointly, and printed in the CONGRESSIONAL RECORD.

SEC. 309. Reports and statements to be made under oath: This section requires all reports and statements to be made under oath.

SEC. 310. Penalties: This section makes it a misdemeanor to violate any of the provisions of the title and provides punishment by fine of not more than \$5,000 or imprisonment for not more than 12 months, or both. In addition to these penalties any person convicted of the misdemeanor specified above is prohibited for a period of 3 years from attempting to influence directly or indirectly the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or in opposition to proposed legislation; and any person who violates this provision is guilty of a felony and subject to punishment by a fine of not more than \$10,000 or imprisonment for not more than 5 years, or both.

SEC. 311. Exemption: This section provides that the title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said act.

I believe I can say for members of the committee that we have no desire to restrict in the slightest way the right of a citizen to petition his Government for a redress of grievances by urging the passage or defeat of legislation that might be prejudicial or harmful or adverse to his interests. It is not the desire of the committee to place upon any citizen a brand that is sometimes regarded as sinister. Nor is it the intent of the committee to cause undue inconvenience or hardship for bona fide organizations who must necessarily keep in close touch with all varieties of legislation because of the

impact of such legislation upon their legitimate activities. After all, government having moved so deeply into the whole business, economic, and social field that the many fine organizations which represent various economic interests would be almost remiss in their obligations if they failed to keep abreast of developments in the legislative field.

But where men are engaged and paid for the primary and principal purpose of encompassing the defeat or enactment of legislation it is not asking too much that such persons register and file a statement. Many States have such acts upon the statute books today and these do not appear to have imposed undue hardships on any person, group, or organization.

Note particularly the language in section 308. It says:

Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation \* \* \*

That I believe is the key to this title.

Mr. VURSELL. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, with the centralization of government which has grown up in the past number of years, it is almost necessary for organizations like the Grange and the Farm Bureau Federation to have their representatives here practically all the time to try to keep them apprised as to legislation affecting millions of farmers throughout the Nation.

I am not in favor of corrupt lobbyists, yet at the same time when you bring about a condition where all of the activities controlling the Government of this country and the industry of this country is lodged here in Washington, if you estop the people of this country from being able to come down here in decent form and under the Constitution petition this Congress you are doing a great disservice to this country and you are playing right into the hands of those people who are trying to subvert the better purposes of government, the radio commentators who have been trying to destroy the confidence of the people in representative government by berating the Members of Congress. I do not know what the answer to this is but I do not want to exclude the right of the people to petition, guaranteed to them in the Constitution of this country, and bring about a condition that will deprive them of their constitutional rights.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. MONRONEY. Mr. Chairman, I move that all debate on this section do now close.

The motion was agreed to.

The Clerk read as follows:

*Registration with Secretary of the Senate and Clerk of the House*

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person



by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purpose; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or in opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the CONGRESSIONAL RECORD.

Miss SUMNER of Illinois. Mr. Chairman, I move to strike out the last word to make a few comments on the subject of lobbyists.

Mr. Chairman, in my opinion, we are violating the Constitution. It is directly implied in the Constitution that we have no right to intimidate people or to make any effort to intimidate them so that they cannot petition the Congress. What is this but intimidation? It is the same sort of curb you put on enemy agents during the war. Registration—do you remember? It is the same curb you put on enemy agents during the war.

Mr. Chairman, this is not intended to prevent corruption. It would be very simple to put in here language providing for a heavy fine or a heavy jail sentence for anyone who tried to bribe or who offered a job to a Congressman or indulged in any of the ways that are known as corrupt. If that were the intention it would be the easiest thing in the world to insert language in this section. You can see what this is.

How have the damaging bills that have come through this Congress heretofore been brought up? They have been brought here by a group of financiers in New York who see somebody down here in the bureaucracy and start these things like Bretton Woods, the British loan, and all of these other things that are unconstitutional. The bureaucracy sees all these CIO's, women's clubs, business groups, and so forth, and lines them up; then day after day we are bombarded

with letters. We have seen that in the committees. Of course, they do not register because everybody knows they are around and that they are influencing legislation.

What does this bill do? It says that if the man whose business is going to be taken by the OPA or the Bretton Woods agreement or the British loan or some of the rest of this iniquitous legislation hires a lawyer, the lawyer has to register exactly the same as an enemy agent registered during the war.

Mr. Chairman, the people are going to soon rise up and stop this totalitarian way into which this Government has fallen recently.

The CHAIRMAN. The time of the gentlewoman from Illinois has expired.

The Clerk read as follows:

*Reports and statements to be made under oath*

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

#### *Penalties*

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than 12 months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of 3 years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than 5 years, or by both such fine and imprisonment.

#### *Exemption*

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

#### TITLE IV—FEDERAL TORT CLAIMS ACT

##### PART 1—SHORT TITLE AND DEFINITIONS

#### *Short title*

SEC. 401. This title may be cited as the "Federal Tort Claims Act."

Mr. FOLGER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I am very glad to see this part of the bill, but there is one situation I desire to call to the attention of the chairman of the special committee as well as the gentleman from Illinois [Mr. DIRKSEN]. There are a good many claims that have been investigated by Government authority and have been approved by the Committee on Claims. We had a call of bills on the Private Calendar this morning. The one I was especially interested in has passed, so far as that is concerned, but there are some that have not.

Yet the Government has gone to great expense in investigating these claims. They have sent certain members of the War Department, in cases of tort, to different parts of the country. Many cases have been decided. They have reported

some favorably and on others acted unfavorably. If this act takes effect as of the date of its enactment, as it does do, and if these claims are not disposed of, you have to drive these people back into the courts, and you have lost all the expense that the Government has gone to. It seems to me that there ought to be some method by which the claims that have at least been favorably acted upon by the committee should not be covered by the provision, having to go back into the court and over the whole thing again and, if there is cost to be added, the Government will have to pay the cost if the claimants succeed in these suits.

What I am getting at is this: It does seem to me that there ought to be an amendment that this provision should not apply to claims or bills that have been filed and favorably acted upon by the Committee on Claims. We have a great many cases now in that situation. Some have been there for a year and a half before the Army ever got around to it, and they spent a good deal of time investigating whether these claims were just or not. They finally made their report to the Claims Committee, and the Claims Committee heard the evidence and approved it, and it passed the House this morning, but it is not by the Senate. There might be a race between the two.

The rest of it relates to further claims that may be on the calendar or in committee. There are some statutes of limitation put in here, too, that might interfere. I do not think the bill ought to apply to claims that have been favorably reported.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, as the gentlewoman from Illinois was speaking, I felt that I agreed with her very heartily. I know the Members of Congress join me in being very glad that the amputees have felt that they were welcome in the Congress to plead the cause that they ought not to have to plead, but it is their Capitol; it is their country; the country that they were wounded for. I know Members have made them welcome.

Mr. Chairman, there has been brought to my attention a fact that I am loathe to believe and I cannot believe, because it is no laughing matter, that the request of amputees who have been to see their Congressmen on Capitol Hill has been ridiculed. They have asked for legislation to provide an automobile as a means of locomotion to make up for their lost mobility. Several Members introduced bills for that purpose. They felt their idea sound and would serve a useful and greatly needed purpose.

I know that 176 or more Members signed the petition to bring that bill out of committee. With more names pledged I know that some of the members of our Committee on World War Veterans' Legislation have been working very hard to bring out a bill from that committee. In order to aid them other Members have worked tirelessly on the floor. Also Members on the subcommittee worked very hard to perfect a bill.

I would like to tell the House that one of the amputees is Sergeant Andrew Martin of Long Island. He was in the



Army 6 years and 10 months and had not had a furlough. He got a 45-day furlough from Walter Reed Hospital, through the kindness of the commanding officer, General Beach, and on December 21, this last Christmas, he went to the Union Station to take the 2 o'clock train. Sergeant Martin was knocked down and trampled and finally rescued and taken back to Walter Reed when, after 6 months he was again able to travel and finally got his first furlough after 7 years and 4 months. You remember how the newspapers of the Nation and the world were filled with the story of how Sergeant Martin was trampled at the Union Station in the Nation's Capital.

I hope you will join me in voting to give these amputees anything they need, and if that be a new automobile, I am for it. Certainly they deserve it in order to prevent them from being trampled and knocked down and injured. They have suffered too much already. The chairman of the World War Veterans' Committee promised me to hold another meeting.

The Clerk read as follows:

#### Definitions

SEC. 402. As used in this title, the term—  
(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.

(c) "Acting within the scope of his office or employment," in the case of a member of the military or naval forces of the United States, means acting in line of duty.

#### PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

##### Claims of \$1,000 or less

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider, ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney

General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

#### Reports

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

#### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

##### Jurisdiction

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein the act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States shall not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorneys' fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon 15 days' notice given in writing, withdraw the claim from consideration of the Federal agency and commence suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

Mr. SCRIVNER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, before addressing my remarks to this particular section to ask a question, I think it should be stated in all fairness that I am quite sure in answer to the statement by the gentlewoman from Massachusetts that not a single one of these disabled American veterans has ever been ridiculed for his attempts to procure legislation by any Member of Congress. I will say further that the Committee on World War Veterans' Legislation has been giving this subject a great deal of serious consideration, and that this committee is the best friend the disabled veterans of this country have.

Mr. Chairman, as a member of the Committee on Claims I for one have no objection whatsoever to this legislation taking away part of its duties. The Members of Congress may be aware of the fact that almost half the bills introduced in this House are private bills. May I ask whether or not any consideration was given to limiting the amount of awards that may be made by the Federal courts in various types of cases?

Mr. MONRONEY. In this bill we are placing jurisdiction in the Federal courts to determine the amount of the awards.

Mr. SCRIVNER. The reason I asked the question is this. As the gentleman well knows, the Committee on Claims has for a number of years followed the practice of limiting the amounts in death cases to \$5,000, and other types of cases are likewise limited. If I read this language correctly, the recovery will be against the Government just exactly as against the private individual. I say frankly that you are opening the doors of the Treasury in all of these suits, and thousands of them will be filed every year. In all fairness to the Nation and to the taxpayers of the Nation there should be some limitation on the amounts to be recovered in these actions, and no one knows that better than the objectors on both sides of the aisle. Without such limitation I cannot support this measure.

Mr. SPRINGER. Mr. Chairman, will the gentleman yield?

Mr. SCRIVNER. I yield to the gentleman from Indiana, one of the objectors.

Mr. SPRINGER. The provision is also contained in section 410 that these trials must be had before the district court without a jury. What is the gentleman's thought on that subject?

Mr. SCRIVNER. There are advantages in trial before the court without a jury, namely, that the cases can be much more expeditiously handled than they can in the case of a jury trial. There is another advantage in that quite often, inasmuch as the Government is the defendant and the money comes out of the Treasury, the juries will decide cases with their hearts rather than their heads, just as they do when an insurance company is the defendant, so the awards in jury trials would probably be much larger, in view of the sympathy the jurors might have, than they would be in trials before the court. If these cases are to be tried by the Federal courts, they should be court trials rather than jury trials, in my opinion.



Mr. MONRONEY. The committee discussed putting a limitation on these awards, and one of the reasons such a limitation was not adopted is that we might be setting a pattern for making larger awards on claims. If we put a \$25,000 limitation in the bill, we would be inviting such awards rather than limiting them.

Mr. SCRIVNER. Yes; but we have had that limitation in the Committee on Claims on private bills during all these years. The danger is not that you will do that but that you will open up the floodgates for inroads on the Federal Treasury by unlimited judgments, which might run as high as \$50,000, \$75,000, or \$100,000.

Mr. CELLER. Mr. Chairman, will the gentleman yield?

Mr. SCRIVNER. I yield.

Mr. CELLER. I am glad the gentleman makes that statement because the Committee on the Judiciary has already approved my bill which provides for the settlement of Federal tort claims in the District courts and we have placed a limitation upon judgments in the District courts of \$10,000.

Mr. SCRIVNER. I think such a limitation should be in this bill, and if the House were in a mood to consider amendments, which it has shown it is not, I would offer an amendment to limit the amount of recovery.

The Clerk read as follows:

#### *Procedure*

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the act of March 3, 1887 (24 Stat. 505).

#### *Review*

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within 3 months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall apply to cases under this part in the circuit courts of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

#### *Compromise*

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized

to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the court in which such suit is pending.

#### **PART 4—PROVISIONS COMMON TO PART 2 AND PART 3**

##### *One-year statute of limitations*

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, it is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of 6 months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

##### *Exceptions*

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or merchandise by any officer of customs or excise or any other law-enforcement officer.

(d) Any claim for which a remedy is provided by the act of March 9, 1920 (U. S. C., title 46, secs. 741–752, inclusive), or the act of March 3, 1925 (U. S. C., title 46, secs. 781–790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading with the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operations of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

Mr. MONRONEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. MONRONEY: On page 84, line 1, before the word "activities" insert the word "combatant."

The amendment was agreed to.

The Clerk read as follows:

##### *Attorneys' fees*

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable attorney's fees, which, if the recovery is \$500 or more, shall not exceed 10 percent of the amount recovered under part 2, or 20 percent of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than 1 year, or both.

##### *Exclusiveness of remedy*

SEC. 423. From and after the date of enactment of this act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

##### *Certain statutes inapplicable*

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law No. 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215–217).

Public Law No. 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law No. 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 31, sec. 224b).

Public Law No. 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31; secs. 223b, 223c, and 223d).

Public Law No. 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U. S. C., title 34, sec. 600).

Section 4 of Public Law No. 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law No. 456, Seventy-third Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting with-



In the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

#### TITLE V—GENERAL BRIDGE ACT

##### Short title

SEC. 501. This title may be cited as the "General Bridge Act of 1946."

Mr. LEA. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. LEA: Beginning at the top of page 87, strike all of title 5: General Bridge Act.

Mr. LEA. Mr. Chairman, the effect of this amendment if adopted would be to leave the granting of permits for bridges over navigable streams as the situation stands at present. I would not ask the Committee of the Whole of the House to consider this matter from the standpoint of the Committee on Interstate and Foreign Commerce which has jurisdiction of the subject. If there is any reason why the law should be left as it is, the reason is that Members of Congress may have the benefit of securing bridge permits through the committee of Congress instead of going to the War Department for that purpose. Every Member of Congress realizes there are two distinct lines of work of the Members of the House. One is as to their legislative duties and the other is a very important part of a Congressman's work, and that is contact with the executive departments of the Government. Whether we like it or not, in the last 40 or 50 years there has been an accumulation of Federal activities that frequently bring the Members of Congress in contact with the departments of Government. Whether you adopt the provisions that are in this bill or stay with the existing law, that responsibility will rest upon the Members very much as it is now so far as securing bridge permits for their district is concerned. This year, for instance, there have been over 100 Members of Congress who have come to the Committee on Interstate and Foreign Commerce to handle these measures. We have found frequently that it has been a great advantage to Members of the House to have this body to which they can apply in securing permits for their districts.

We feel it is probably true that our committee can be of service to the Members of this House, that justifies retaining jurisdiction where it is.

I will be followed by our colleague, the gentleman from Kentucky [Mr. CHAPMAN], who for a great many years has had charge of this work as chairman of the subcommittee. I think he will give you substantial reasons why the House might determine it would be to the advantage of the Membership of the House and to the country if this jurisdiction should be maintained in the Interstate and Foreign Commerce Committee.

The CHAIRMAN. The time of the gentleman from California [Mr. LEA] has expired.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 10 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

Mr. CHAPMAN. Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, as the distinguished chairman of the Committee on Interstate and Foreign Commerce has said, this amendment was introduced not to preserve the jurisdiction of a committee but to safeguard the proper functions of the Congress.

This is another of the constantly recurring attempts to induce the Congress to abdicate its power and prerogative to the executive branch of the Government. It is a proposal that Members of Congress surrender their rights in the enactment of bridge bills at the behest of the War Department. Such proposals have been sent more than once by the War Department to the Committee on Interstate and Foreign Commerce in the form of bills. No action has ever been taken in favor of such a proposal, and no one has ever been found to introduce such a bill.

We took the position that no officer in the War Department knows as much about the need for a bridge, its proper location, its relation to the highway system, its financing, and its feasibility as does the Member of Congress from that district. A city, a county, a State—sometimes two cities, counties, or States—desire construction of a bridge. They would rather secure the authority through their Congressman than through some bureaucrat in the War Department. The Congressman takes justifiable pride in piloting a bridge bill through for the benefit of his constituents. It is an important bill to them; frequently to that constituency it is the most important bill pending in Congress. The Congressman knows local conditions. He and members of the committee having jurisdiction speak the same language and understand one another's problems. No Member of Congress desiring to expedite the construction of a needed bridge with a sound financial structure has ever failed to receive sympathetic and cordial cooperation from the Committee on Interstate and Foreign Commerce. Within the last few days, on the eve of adjournment, several Members have introduced bridge bills and have received favorable reports. I wonder if they would not prefer to continue to bring their bills to a committee of their colleagues rather than depend on the caprices of some autocratic bureaucrat, who was not elected by the people, and has no feeling of responsibility to the people.

The Congress, through the years, has authorized a fine system of bridges as a part of the highway system. We have practically eliminated private toll bridges, which would be revived if this title should become law. We have eliminated many privately owned ferries, dangerous bottlenecks to modern highway traffic. We authorize free bridges and publicly owned toll bridges, which, at the expiration of a reasonable amortization period, become free bridges—just as free to traffic as any other part of the highway. This bill would fix a definite amortization period of 20 years. That is the usual period, but we have found situations in which it was necessary in the public interest to establish a different period of amortization. The bridge program will be more satisfactory if left to

the discretion of the Congress than if placed in a bureaucratic strait-jacket.

If this title becomes a law the Member of Congress will have no part in authorizing a bridge in his district; but woe unto the highway commissioner, the mayor, city councilman, the county judge, or member of the fiscal court, who fails to obey implicitly every rule and order promulgated by some major or captain in the War Department who will hold the power of life or death over the desire of a city, county, or State for a bridge, because failure to comply with any order or specific condition imposed by the Secretary of War or Chief of Engineers—and that means the functionary or martinet in charge of the bridge bureau—will be punishable by a fine not to exceed \$5,000, or by imprisonment for not more than a year, or both.

The enactment of bridge bills has never clogged the legislative machinery; it has never slowed the legislative processes. Bridge bills have been handled expeditiously and efficiently and, I believe, to the satisfaction of the Congress and the country. Beginning with the Seventieth Congress, 112 who are now Members of the House have introduced bridge bills which have been reported by the committee and passed by the House. There has never been the slightest degree of partisanship in reporting bridge bills. No Member can say that he has ever failed to receive fair and courteous treatment by that committee.

Scores of Members have bridges in their respective districts that are pointed out by their constituents as monuments to the public service of the Congressman who introduced the bills that authorized their construction.

Not only has there been a constantly increasing tendency to concentrate power in the Federal Government at the expense of the local governments, but the executive department has continued to encroach upon numerous prerogatives of the legislative department. Even worse than the arrogation of power by the executive department is the abdication by Congress of its rights and the abandonment of its obligations.

We witness the shameful, pitiful spectacle of the Congress of the United States, clothed by the Constitution with all legislative power, invested with all legislative responsibility, year after year, in session after session, bowing more and more obsequiously to the dictates of a bureaucratic clerk.

Unless we stop drifting as we have been drifting, and are drifting now, representative government will be undermined and destroyed, and on its ruins will rise an autocratic, arrogant, paternalistic, centralized bureaucracy. Then constitutional government will be dead. Let us get back to the principles of the fathers, maintain this Government as an "indissoluble Union of indestructible States," as a "government of laws and not of men," preserve the separation of powers under a dual form of government, and restore the equipoise which, as the result of executive usurpation and legislative abdication, has been destroyed.

Those words which I uttered in this Chamber May 18, 1928, were true then. They are truer now. Let us stop this supine surrender of legislative prerogatives; this shameless abdication of legislative responsibility.

The bridge program will be more satisfactory if left to the discretion and



judgment of Congress than if placed in a bureaucratic strait-jacket.

The CHAIRMAN. The time of the gentleman from Kentucky has expired.

(Mr. CHAPMAN asked and was given permission to revise and extend his remarks.)

Mr. DIRKSEN. Mr. Chairman, I am quite confident every Member of the House who may be interested in the construction of a bridge across a navigable stream would be genuinely delighted to enjoy the fellowship of the Committee on Interstate and Foreign Commerce, but this was the most ingenious argument I have ever heard for striking out a title of this bill. It was for all practical purposes nothing more than an argument to preserve the little opportunity for the Member of Congress to enjoy the fellowship that goes along with presenting a bridge bill before the Committee on Interstate and Foreign Commerce.

You could introduce a thousand bills, you could fill this Chamber with bills and never get a bridge until after the War Department had explored every engineering aspect of it. It has got to go there anyway, it has to have the approval of the War Department engineers, so why have the Consent Calendar of this House cluttered from one year's end to the other with a hundred bridge bills when the work has to be done by the War Department engineers?

I hope that the amendment offered by the gentleman from California will be voted down by a resounding vote.

Mr. WADSWORTH. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield to the gentleman from New York who has had a great deal to do with this bridge business.

Mr. WADSWORTH. I used to be on the bridge subcommittee of the Committee on Interstate and Foreign Commerce; and it was a nuisance.

Mr. DIRKSEN. Did you hear that? The gentleman was a member of the subcommittee on Interstate and Foreign Commerce dealing with bridges; and the distinguished gentleman from New York says it is a nuisance.

Now let us eliminate this nuisance by voting down this amendment by a good vote.

The CHAIRMAN. The question is on the amendment.

The amendment was rejected.

The Clerk read as follows:

#### *Consent of Congress*

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by

the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

#### *Tolls*

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, streetcars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

#### *Acquisition by public agencies*

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined by the Secretary of War, either of the States in which the bridge is located, or any public agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of 5 years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 percent of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

#### *Statements of cost*

SEC. 505. Within 90 days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within 3 years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title, subject only to review in a court of equity for fraud or gross mistake.

#### *Sinking fund*

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.

#### *Applicability of title*

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401); and the provisions of the act entitled "An act to regulate the construction of bridges over navigable waters", approved March 23, 1906, shall not apply to such bridges.

#### *International bridges*

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

#### *Eminent domain*

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

#### *Penalties*

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than 1 year, or by both such fine and imprisonment.



*Rights reserved*

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

**TITLE VI—COMPENSATION AND RETIREMENT  
PAY OF MEMBERS OF CONGRESS**

*Compensation of Members of Congress*

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$15,000 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby repealed, effective on the day on which the Eightieth Congress convenes.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby repealed, effective on the day on which the Eightieth Congress convenes.

Mr. BROWN of Ohio. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Brown of Ohio: In line 18, page 93, after the word "of", strike out "\$15,000" and insert in lieu thereof "\$12,500."

Beginning with line 22 on page 93 strike out all of the following matter up to and including line 13 on page 94 and insert in lieu thereof the following:

"(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from, the discharge of his official duties, for which no tax liability shall incur, or accounting be made. Such sum to be paid in equal monthly installments.

"(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: 'There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to, or resulting from, the discharge of his official duties, to be paid in equal monthly installments,' is hereby repealed, effective on the day on which the Eightieth Congress convenes.

"(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: 'There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to, or resulting from, the discharge of his official duties, to be paid in equal monthly installments,' is hereby repealed, effective on the day on which the Eightieth Congress convenes."

Mr. BROWN of Ohio. Mr. Chairman, earlier today when I first read this amendment that I said I would introduce

at this time, the amount of annual salary for Members of Congress in the amendment was fixed at \$12,000 and the expense account at \$3,000. Since that time, however, I have had a number of conferences with different Members of the House and, as a result, we have arrived at a compromise arrangement which will reduce the salary as given in the bill from \$15,000 to \$12,500 per year for each Member of the House and Senate and will provide that the expense allowance shall remain as it has been for the past 2 or 3 years, namely, \$2,500 per year, with this single exception: The amendment does fix without any question the fact that the expense allowance shall be tax-free; in other words, that there shall be no tax liability incurring on this particular expense allowance, or accounting made thereon.

That is done for the reason that every expense allowance made in business or industry or in a profession is a deductible item for tax purposes. There is no question about that. But there is a question under the internal-revenue laws of the United States with reference to the tax-allowance arrangement we now have as the result of a section of a bill recently passed. There is a question as to whether or not a Member of Congress has the right to claim and to obtain an exemption for the money that he actually expends in the conduct of his work, his official work as a Member of Congress, because it has been held in some cases that a Member of Congress is not engaged in a business or a profession, therefore he cannot claim a deduction as a business expense or as a professional expense. So we fixed that very firmly in this amendment.

I want to call attention to one other thing, and I especially would like to get the attention of the Speaker and of the minority leader, that in my amendment I do not reduce in any way the salaries fixed for the Speaker of the House or the Vice President of the United States. I think they are worthy of receiving \$25,000 each, and I am glad that the committee put that provision in the bill.

We have debated this question. I think everyone understands it. I think this is the direct and the honest and the honorable way to do this thing. I do not believe that anyone can contend that a Member of Congress is not entitled to a reasonable expense allowance, just as every other public official in the United States is given a reasonable expense allowance. This money is to be spent, of course, on official business, and there is no Member of Congress worthy of his salt that does not spend more than \$2,500 a year in transacting the affairs of his constituents and the public business of the United States. I think we are being honest not only with the public but with ourselves. The reason I offered this amendment is because the bill provided that you would receive \$15,000 salary, out of which you pay your own expenses on official business, and there is no other public official in the country, and I know of none in private business, that is required to pay his expenses on official business out of his own pocket.

Therefore, I hope this amendment will be adopted.

Mr. MONRONEY. Mr. Chairman, I rise in opposition to the amendment.

Members of the Committee, let us understand just exactly what we are doing. We are talking about \$15,000 that will come to every Member of the House and Senate, and whether we should go about it by saying \$15,000 is our salary, or \$12,500 plus \$2,500 for expenses, is a matter for the House to determine, but I believe that every Member of the House and Senate should realize that the board of directors of the Federal Government cannot continue to get men of the ability needed to face the problems that we face today at far below the going rate in business or industry or in other lines. Government service will not keep a man here if he is losing money. I had occasion to investigate the amounts of time that Members of Congress have spent on the job. Since 1925, when the congressional salary was raised from \$7,500 to \$10,000, until 1938, the Congress spent 47.4 percent of the time in those years on the job in Washington. Since 1938 until 1946 we have spent 94 percent of the time on the job in Washington; just almost exactly double the amount of time.

You can also consider with this the cost-of-living increase, which in all of these statistics, considering the much higher Washington living costs, does come up to about the 50-percent increase that we are considering at this time—either in the committee bill or in the amendment.

You can consider the Federal pay increase we have granted almost all other Federal employees, which approaches and almost equals, since 1925, 50 percent.

So I think if you measure it on any index and on the average weekly earnings of workers in industry, it might be interesting, because that has been the yardstick. Since 1925, it has increased 76.9 percent up to the present time.

So I believe if we are honest with the people we will say that it should require the payment of \$15,000 to keep the type of men that Congress must have on the job. I do not mean to say that you cannot get 435 men to sit in the House for \$10,000, or for \$8,000, or for \$5,000, or for \$4,000. But government, like everybody else, is going to get just exactly what it pays for, and year after year you are going to see your top men dropping out, men that we can ill afford to lose, and go into other types of business.

Neither of these provisions, either the committee bill nor the Brown amendment, apply to Members of this Congress. The people themselves will decide in the November elections just who will receive this increased pay. We do have the responsibility of placing the salary on the job which will be held by the people who the people select to represent them.

Congress must make this decision, for there is no other agency which can set the salary of Members of Congress. I wish there could be a separate board or some other means to relieve us of this onerous task.

But if you are aiming at a stronger Congress, and we are in this bill, then I feel you must consider whether the salary will be great enough to keep your best



men in Congress—and attract the best men in the district to seek the job.

Although I differ, I have no quarrel with the amendment offered by the gentleman from Ohio [Mr. BROWN]. I feel that the committee recommendation saying that it is a \$15,000 job is a clean-cut statement, on top of the table, it is direct, it makes it a fixed sum for the job, and it hires the Congressman for a definite salary for the year.

I do not like the \$2,500 expense allowance because I think every Member within range of my voice knows that the \$2,500 does not come within a fraction of paying the additional expense that it costs to sit in this body.

I do not want to have it go out to my constituents and the people of this country that I am receiving \$12,500 net with all expenses paid. I believe that is our principal difference. I believe the Congress would stand in a far better light to say that it is a \$15,000-a-year job and that we are paying that definite and certain amount.

On the deductibility, I believe the approach that is being made by the committee in an amendment to be offered by the gentleman from Massachusetts [Mr. McCORMACK] is a correct one.

It would put a Member of Congress in exactly the same position as a businessman coming to Washington. It would reverse, by the amendment the gentleman from Massachusetts will offer, an old Tax Court decision that holds for some reason, I know not what, that our place of residence for Federal income-tax purposes is in Washington.

Does any Member think he could come here and serve his district in Washington and not retain a residence in his home district? I am sure you realize that no Member could do that. So this amendment will be offered by the gentleman from Massachusetts [Mr. McCORMACK] to permit income-tax deductibility for one of the duplicating residences that a Congressman must maintain. He can deduct only then up to \$2,500 a year for this. The matter is in your hands. I feel it is a more straightforward step to say it is a \$15,000-a-year job rather than to adopt the Brown amendment.

The CHAIRMAN. The time of the gentleman from Oklahoma has expired.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this amendment and all amendments thereto do now close.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Ohio.

The amendment was agreed to.

Mr. BUCK. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BUCK: On page 93, line 13, strike out section 601, paragraphs (a) and (b).

Mr. POAGE. Mr. Chairman, will the gentleman yield?

Mr. BUCK. I yield to the gentleman from Texas.

Mr. POAGE. This amendment is word for word the amendment I intended to offer. I shall support the gentleman's amendment, and shall not offer my amendment.

Mr. O'NEAL. Mr. Chairman, a point of order.

The CHAIRMAN. The gentleman will state it.

Mr. O'NEAL. It is my understanding that the language in the bill has been amended. The amendment offered by the gentleman from New York is to strike out the original language, which has been amended. Therefore, the language of the amendment is not in proper form.

The CHAIRMAN. The amendment is to strike out the section as amended. The point of order is overruled.

Mr. BUCK. Mr. Chairman, I offer this amendment with considerable reluctance. I know that every Member of the Congress earns, is entitled to, and in many instances needs a higher salary and expense allowance. On the other hand, I have continuously advocated a curtailment in Government expenses to the end that the Federal Budget be balanced as an essential safeguard against rampant inflation. To be consistent, I must therefore advocate that these well-merited increases be postponed until a balanced Budget is an accomplished fact. Such postponement is the purpose of my amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. BUCK].

The amendment was rejected.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all Members may have permission to extend their remarks at this point in the RECORD.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. BRYSON. Mr. Chairman, I am opposed to the enactment of the so-called Legislative Reorganization Act of 1946, insofar as it would raise the salaries of Members of Congress.

It behooves all of us and especially the lawmakers to prevent insofar as is possible to do so all trends toward inflation. With millions of people struggling at their present income to meet increased costs of living, it certainly appears to be a bad example if Congress raises their own pay.

While it is generally admitted that it is difficult to make ends meet on present legislative salaries, nevertheless, I find it possible to do so.

It has been necessary for our Government to involve itself in unprecedented debt by reason of the war. Until such time as our country is in better financial condition I cannot justify a vote increasing the salary of Members of Congress.

I am also opposed to that provision in the measure which provides for retirement pay to Members of Congress. I believe it a bad policy to have elected officials participating in any plans for retirement benefits.

Mr. BENNETT of Missouri. Mr. Chairman, on various occasions in the past I have spoken and voted against Treasury grabs by the bureaucrats and

Congress. I shall do so again today on the pending measure. It is unfortunate that many worth-while proposals have been lumped in with pay increases and pensions for Congressmen. I would like to have the opportunity to vote for a congressional streamlining bill without these objectionable features in it. That opportunity is not presented today. I want my position on this matter to be clear in case this bill is passed without a roll call.

Mr. COLMER. Mr. Chairman, on a previous occasion when this matter of increasing the salary of Members of Congress was up for consideration a few months ago, I stated then that I was opposed to increasing the salary of Members either directly or indirectly. I further pointed out on the matter of so-called pensions for Congressmen that Members of Congress were in a different category from Federal employees. They are elected by the people and occupy positions of trust. Moreover, as I stated on the occasion when this pension matter was being considered here on the floor a few months ago this country has the greatest national debt of any country in the history of the world and it is therefore more appropriate that we, as Members of Congress, set the pace by tightening our belts and voting for economy rather than increasing our salaries, either directly or indirectly. Therefore, Mr. Chairman, I shall vote against both the salary increase and the pension provision.

Mr. HOEVEN. Mr. Chairman, I see much good in this reorganization bill. The Congress is very much in need of reorganization. However, I cannot support the section of the bill which would increase the salary of a Member of Congress or grant him retirement benefits. The cry throughout the country is for economy in government and Members of Congress therefore should set the example. Under the circumstances I feel duty bound to vote against the bill.

Mr. MILLER of Nebraska. Mr. Chairman, I understand that the congressional pay was increased in 1925 from \$7,500 to \$10,000. It has remained at this figure until 2 years ago we voted a \$2,500 expense account to each Member. I do feel that increase is sufficient and the additional increase of \$2,500 suggested by the Brown amendment is not needed. Men who come to Congress have great responsibility. It does not seem that with the unbalanced budget that the additional increase is now justified. The increased-pay amendment should be defeated.

Mr. SPRINGER. Mr. Chairman, heretofore, when legislation of this character was presented to the House, I spoke against its passage, and I voted against it. I took the position then, as I now take that same position, because our Nation is involved in the greatest debt that any nation has faced; our people are bowed down in debt; this is not a proper time for increases in salaries, and this is not a proper time to think of retirement. I am opposed to it, and I will vote against this measure.

Mr. Chairman, while I am in full accord with streamlining Congress when it



can be done properly, yet there are many items in this plan to reorganize Congress with which I cannot agree. Yet, with great care—and with ample time—a plan of reorganization can be worked out, but I cannot subscribe to this plan. I will cast my vote against this bill. I will vote for the best interest of the people I represent and against any increase of taxes upon the people for this proposed plan.

We must quit spending. We must begin paying our debt. We cannot pay if these programs are continued.

Mr. JENKINS. Mr. Chairman, I expect to vote against this bill and I am opposed to the increase in salary provided in this legislation. I am also opposed to the retirement plan commonly known as a congressional pension.

I favor a reorganization of Congress but not in the manner attempted by this legislation.

Mr. ANGELL. Mr. Chairman, I regret that I cannot vote for an increase in the salary of Members of Congress and the pension program for Congressmen. I realize that our compensation is too low and that our official expenses here in Washington and at home are heavy and take a good part of our salaries. However, I cannot vote to increase my own salary without giving increases to our low-income workers. I also feel we should make adequate provision for our old folks before increasing our own pay. I therefore am voting against increase pay and pensions for ourselves.

Mr. DOLLIVER. Mr. Chairman, I support the amendment of the gentleman from New York. With the Federal budget in its present situation this Congress should consider its duty to the taxpayers. I cannot support legislation to raise the salaries of Congress, nor can I support pensions for Congress.

Mr. BARRETT of Wyoming. Mr. Chairman, I am in entire agreement with many provisions of this bill. I think the streamlining of the Congress is long overdue. However, I cannot agree with the section under consideration wherein the compensation of the Members is increased. Nor can I agree with the retirement benefits to the legislative branch of the Government. Just yesterday we had under consideration the increase in the Federal contribution for old-age assistance and while I voted for that legislation I felt then and feel now that we did not go far enough. It seems to me that a Member of Congress is in a far different position than an employee in the civil service and for that reason I shall vote against the retirement section. Everyone knows the country faces a tremendous debt and if we are to insist upon economy in others we must practice it ourselves and for that reason I shall vote against the increase in salaries to Members of Congress.

Mr. ROBERTSON of North Dakota. Mr. Chairman, I congratulate the committee for their excellent work on this bill, the Legislative Reorganization Act of 1946. In it are many needed reforms. I should like to vote for these separately. Inasmuch as the salary increases and security features are all part of the same bill, I cannot with good conscience sup-

port it. I feel it to be the first duty of Congress to balance the Nation's Budget. All expenses should be held down until this has been accomplished.

Mr. SMITH of Ohio. Mr. Chairman, this is no time for Congressmen to vote themselves a salary increase. If there is one organ in our whole social and economic structure rather than any other which ought to set an example for staying the pending inflationary forces, that organ is the Congress of the United States. It is this body which primarily the public must look to for the adoption of measures to prevent the further progress of inflation. Since the raising of our salary would be in principle definitely inflationary, we would by such act entirely destroy the basis without which no conduct on our part could possibly effectuate any control over inflation.

One frequently hears the contention advanced that all except Congressmen have received increases in their income. Nothing could be further from the truth. There are still a great many people whose income has not been increased since 1939 and a great many more whose income has by no means kept pace with rising living costs. Should the Congress now raise the salary of its Members, those groups would be forced to pay out of their inequitably low income taxes to meet this increase. A legislative body cannot violate such a principle as this and still retain that independence which is essential for the maintenance of its integrity, self-respect, and even its very preservation.

One more important point should not be overlooked. Congress possesses the arbitrary power to raise the salary of its Members. This alone should deter us. Argue as we may that our services are worth more than \$10,000 a year, this cannot be proven. In saying this I am not contending that the work we do may not be worth more than the compensation we now receive, but I, for one, want to make my own position clear. I am not sure that the services which I render to my constituents and to my country are worth more than \$10,000, if even that much. Were I to vote for this proposed increase I could find no other reason to satisfy my conscience and answer to my constituents except that I simply happen to occupy a position which gives me arbitrary power to do this.

Mr. TALLE. Mr. Chairman, I shall vote against this bill. There are certain features in it relating to reorganization of the Congress which I believe to be constructive. Those features I favor. There are, however, other features which I find myself unable to support. Those features have to do with salaries and annuities. My vote will, therefore, be in the negative when the bill comes up for final passage.

Mr. JUDD. Mr. Chairman, I am heartily in favor of all the provisions of this bill, save one. In fact I wish it went still further in some respects, in streamlining congressional procedures. I am sorry the committee did not see fit to accept my amendment to restore the provision for an administrative assistant that would free us more for our primary duties as legislators. I hope that the gentleman from Oklahoma [Mr. MON-

RONEY] will help, as he suggested, in making this change at a later date.

Probably the most important provisions are first, the reduction of House committees from 47 to 19, eliminating overlapping and giving each Member a real job to do on a major committee as soon as he is sent here by his constituents; and, second, the legislative-budget provision that those who raise the Government's money and those who spend it get together to do over-all planning and keep within our means—cut the garment of our appropriations to the cloth of our income.

I heartily support the inclusion of Members of Congress in the retirement allowance system long in effect for other Government employees. It is not a grant. It is a sound annuity system to which a Member contributes 6 percent of his salary and receives a retirement allowance after reaching 62 years of age, the amount depending directly on the number of years he has contributed. In my judgment, this provision is far more valuable from the standpoint of leading to better government than the 25 percent increase in salary that has been voted. The retirement allowance does two very important things: First, it gives the Member a degree of economic security for his old age which inevitably enables him to be more independent in his voting, to make up his mind more on the basis of the rightness or wrongness of a piece of legislation, rather than on the possible political effect, good or bad, on himself. Second, it enables him to quit when he is through—when he is no longer able to function at his best. After a man has been here 25 or 30 years, what can he do for a living? His professional skill, his clientele, his business are gone. It is almost impossible to start over. So the inevitable tendency is to hang on, term after term, because economic necessity requires it. So I say that it is long overdue for Members of Congress to be made eligible for our regular civil-service retirement allowance system—not primarily for their sake, but for the sake of the country's welfare.

One major change I am strongly opposed to at this time—that is the 25 percent raise in salary. I have for 3 years consistently counseled against general wage increases for labor. I have maintained that we ought not to increase our purchasing power widely until our production could be turned to civilian goods and more adequate supplies of commodities could be made available. Just as soon as it is clear that we are over the hump on these inflationary pressures, just as soon as supply approximates demand so that prices are stabilized, or even decline a little because of natural forces, then I shall urge the raising of wages wherever it can be done without increasing prices to consumers, and I shall then favor increasing the salaries of Members of Congress which have remained unchanged since about 1927, even though the time spent in Washington has doubled, our work has at least trebled, and the cost of living has advanced greatly for us as for everyone.

But it does not seem to me wise or justifiable to raise our salaries just at this time when prices have risen sharply,



when there are strong pressures by some to start another series of strikes to get further wage increases. I cannot ask others to hold steady a few more months, until we have achieved full production and ended the threat of inflation, and at the same time vote for a salary increase for ourselves, even though I recognize fully the necessity of higher remuneration if the Congress is to hold and to attract the ablest men in our country, which it so badly needs.

Mr. COLE of Missouri. Mr. Chairman, I rise in support of the amendment offered by my distinguished colleague the gentleman from New York [Mr. Buck]. Let me remind you that section 132 of this bill, which has already been adopted by this Committee, provides that Congress adjourn sine die not later than the last day of July each year. This means that hereafter the Congress will be in session 7 months or less each year. How, may I ask, can you justify the 50 percent increase in salary provided in section 601 of this bill? Should this provision remain in the bill would not all other Government employees be entitled to a similar increase? Could they not justly present this as a basis for their demands? Only yesterday we passed the social-security bill allowing the old-age pensioners an increase of only \$5 per month, which amounts to .20 percent. What are we to say to them if we pass this? How can we ever contend that we are practicing economy and trying to reduce Government spending and balance the budget when we do things like shortening our session by almost half and yet increase salaries by 50 percent? Gentlemen, 75 percent of the people of my district earn less than \$2,500 per year. They are the ones who pay the taxes that in turn pay our salaries. Do you think they will approve this provision? I am sure they will not.

The Buck amendment strikes this provision from the bill and I hope it will be adopted.

I am also opposed to the provisions of section 602 of this bill. This section provides retirement pay for Members of Congress. I shall support an amendment, which I understand is to be offered, to strike this section from the bill. Should sections 601 and 602 remain in this bill I will vote against its final passage even though I favor most of its other provisions.

Mr. SCHWABE of Missouri. Mr. Chairman, in a few minutes we shall vote on the question of raising our own salaries and also pensions for Congressmen. I hope enough of us will demand a record vote rather than pass the bill by a standing vote only.

My experience in Washington, nearly 4 years, has shown that while the cost of living is high, yet if one is content to live on about the same scale to which he was accustomed back home he can not only get along but save a considerable portion of \$10,000 per year. My observation is that those Members who attend to business and work hard have less time for Washington society and consequently less opportunity for spending money.

I oppose pensions for elected officials not that the amount involved in this in-

stance will break the country but it is the wrong principle. We should be an example for the whole country. We propose to fight inflation on the one hand with the silly OPA and then turn right around and vote ourselves increased salaries plus lifetime pensions. How then are we going to refuse every other group that comes along requesting handouts? Surely we can wait until the Budget is balanced and the scare of inflation has passed. By our action today we symbolize and put our stamp of approval on the Government spending orgy which is wrecking our economy.

With nearly 3,000,000 Federal civilian employees drawing many billions of dollars per year the purchasing power of our dollar is being slowly but surely destroyed. It is one way of robbing the old-age pensioner, the veteran, and all holders of Government bonds as well as other money contracts. Their meager income and savings buy less and less of goods and commodities.

If the good people of this country ever awaken to the way they are being plundered by their own spendthrift Government their wrath and righteous indignation will mount to unknown heights. Mr. Chairman, my voting record will show that I have refused to open the Treasury of the United States to all comers and I do not propose to abandon that course today.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that debate on this section do now close.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

The Clerk read as follows:

*Retirement pay of Members of Congress*

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government."

(b) Such act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this act—

"(1) This act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this act. Such notice may be given by a Member of Congress within 6 months after the date of enactment of the Legislative Reorganization Act of 1946 or within 6 months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 percent of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 percent per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 percent of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least 6 years of

service as a Member of Congress and have attained the age of 62 years, except that any such Member who shall have had at least 5 years of service as a Member of Congress may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last 5 years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last 5 years of service, the amounts specified in paragraph (2) of this section with respect to so much of such 5 years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such 5 years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be an amount equal to 2½ percent of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of 6 years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 percent compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 percent compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

"(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

"(8) Nothing contained in this act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least 6 years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

"(9) No provision of this or any other act relating to automatic separation from the service shall be applicable to any Member of Congress.

"(10) As used in this section, the term 'Member of Congress' means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term 'service as a Member of Congress' shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member."



Mr. RIZLEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. RIZLEY: On page 94, line 14, strike out all of the line and all of the remaining lines of the paragraph on said page and all of pages 95, 96, 97, and 98.

Mr. RIZLEY. Mr. Chairman, I suggested to the committee this morning that I would at the proper time offer this amendment. All this amendment does is to strike out all of the provisions of the bill with reference to retirement benefits or, as it is commonly called throughout the country, pensions for Congressmen. As I suggested in my remarks this morning, I do not believe that Members of the legislative branch of the Government who must necessarily pass upon retirement benefits and social security for civil-service employees and all other people in that category should include themselves in the same category and become pensioners of the Federal Government and themselves try to pass upon the claims of these other people that must come before them.

Mr. JOHNSON of California. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield.

Mr. JOHNSON of California. I compliment the gentleman for offering his amendment. I concur in his arguments. There is a vast difference between Congressmen who are elected and who have to pass on the claims of employees and the employees themselves. We should hold ourselves independent by not approving this for ourselves.

Mr. RIZLEY. I thank the gentleman.

Mr. MUNDT. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield.

Mr. MUNDT. The gentleman will also agree with me that those of us who have consistently voted against pensions for Congressmen should not be put in position of having to vote "yes" or "no" on a bill for the streamlining of Congress which is used as a vehicle to provide pensions for Congressmen. There is no connection between the two. The two issues should not be mixed in this manner.

Mr. RIZLEY. I thank the gentleman and agree with him fully.

Mr. CHURCH. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield.

Mr. CHURCH. I compliment the gentleman for offering this amendment, which I support. His amendment, if passed, takes out of this bill part of the stultifying part of the bill. I wanted to vote for the many fine reorganization features of the bill but I cannot vote for this section nor the tax-exempt salary increase part of the bill. I shall vote "no" on final passage of the bill.

Mr. FISHER. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield to the gentleman from Texas.

Mr. FISHER. I am in complete agreement with the gentleman's position on this amendment. I think it is a proper amendment. I certainly think the Members of Congress are in a different category from that of the civil-service employees and judiciary employees. I shall support the gentleman's amendment.

Mr. PICKETT. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield to the gentleman from Texas.

Mr. PICKETT. I expect to support the gentleman's amendment for the reasons heretofore stated by him.

Mr. SPRINGER. I wish to congratulate the gentleman upon his offering of this amendment. I intend to support the amendment.

Mr. BRYSON. Mr. Chairman, will the gentleman yield?

Mr. RIZLEY. I yield.

Mr. BRYSON. I also concur with the gentleman's views and intend to support the amendment.

Mr. RIZLEY. Mr. Chairman, this amendment in no wise conflicts with the claims of the committee who purportedly are trying to streamline legislative procedure. I am perfectly willing to streamline the Congress but not to pension it. Members of Congress come here and at the end of 6 years, under this bill, they can have the Federal Government join in a plan and contribute to their retirement—of course they join in the plan too, but as the gentlewoman from Illinois [Miss SUMNER] stated a while ago—we then become a part of the Government bureaucracy. We all know that when the executive branch of this Government presents a program at the beginning of the year, every person work-advocate for the program recommended by the executive branch of the Government. I will not vote for this bill with ing for the Federal Government, who is under civil service and who expects retirement, immediately becomes an ardent the pension benefits in it.

The CHAIRMAN. The time of the gentleman from Oklahoma [Mr. RIZLEY] has expired.

(Mr. RIZLEY asked and was given permission to revise and extend his remarks.)

Mr. DIRKSEN. Mr. Chairman, I rise in opposition to the amendment.

Mr. MONRONEY. Mr. Chairman, will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. MONRONEY. Mr. Chairman, I ask unanimous consent that all debate on this section close in 15 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Oklahoma?

Miss SUMNER of Illinois. Mr. Chairman, I object.

Mr. MONRONEY. Mr. Chairman, I move that all debate on this section and all amendments thereto close in 15 minutes and that all Members may extend their remarks at this point in the RECORD.

Mr. HOPE. Mr. Chairman, I am in favor of the amendment offered by the gentleman from Oklahoma [Mr. RIZLEY] I agree with him that elected officials are in a different category than those who make service in the Federal service a life career. All of us followed some other career or profession before we came to Congress. When we leave these halls either voluntarily or by action of our constituents we can, and most of us will, return to our former careers. In general I favor this reorganization bill. I think the committee has done a splendid job.

I shall, however, vote for the RIZLEY amendment.

Mr. BUCK. Mr. Chairman, I am opposed to pensions for Congress and I hope they will be eliminated from the bill.

Mr. NORRELL. Mr. Chairman, I am not in favor of any law providing pensions for Members of Congress. I have always voted against such proposed legislation. I wish I had time to mention a few of the reasons why I do not favor such legislation. However, I do concur in what has been said by the gentleman from Oklahoma [Mr. RIZLEY], and I am going to vote for his amendment to strike from this bill title 6, providing pensions for us. If the amendment is not adopted I possibly may find myself unable, for this reason, to support the bill upon final passage in the House.

Mr. MILLER of Nebraska. Mr. Chairman, I do not believe that the Members of Congress should become a part of the pension system of the Government. If they accept this type of pension they become a part of the great Federal bureaucracy. The Congress should be free and have no taint of becoming a part of a Federal pension system so liberal that in 6 years' service you can participate. This part of the bill should not be retained.

Mr. REES of Kansas. Mr. Chairman, I rise in support of the amendment of the gentleman from Oklahoma, to strike the retirement provisions from this bill. I have always opposed retirement benefits for Members of Congress. Only a few weeks ago, I vigorously opposed similar legislation that was defeated on the floor of this House. This legislation should be stricken from the bill. If it is not stricken, then I shall vote against the entire measure. The motion of the gentleman from Oklahoma should prevail.

Mr. SMITH of Ohio. Mr. Chairman, whatever we do here today let us not deceive ourselves or our constituents. This bill provides fat pensions for Congressmen. Make no mistake about that. Take my own case. I will have served 8 years at the close of this term. Suppose this provision is left in the bill and it passes and I should wish to avail myself of benefits provided therein.

I could retire at the end of this year, pay to the Government \$4,030 to make up certain back contributions and receive a pension of \$2,000 per year. If I were to live my normal life of expectancy, 15 years, I would receive a total of pensions amounting to \$30,000, or approximately \$26,000 net. Should I die before receiving an amount equal to the \$4,030 back contributions paid in, the difference plus 4-percent interest would be paid to my widow or estate. I would be risking nothing.

Take the case of a Congressman who has served 10 years and retires at the age of 62. He would pay in back contributions \$5,026 and if he lived to the age of expectancy, according to mortality tables, he would receive a total of \$37,500 or approximately \$32,500 net.

A Congressman who has served 14 years and retires at the age of 62 and lives to the age of expectancy would draw a total net of \$44,700.



A Member who had served 20 years, retired at 62 and lived to the age of expectancy, would receive a total net of more than \$63,000.

A Member having served 30 years and retiring at 62, if he lived to the age of expectancy, would draw a total net amount of approximately \$90,000.

All these cases are predicated on the assumption that the full amount of back contributions would be paid in.

There is an alternative where a less amount is paid in, covering 5 years of back contributions instead of 8 years, but I shall not discuss that phase of the program now.

Mr. Chairman, this is the fourth time this question has been considered by this body. We all recall the unpleasant, and in my opinion unfortunate, experience we underwent several years ago when, having passed a bill providing pensions for Congressmen, this body was forced by an adverse public opinion to reverse its position and repeal the act which set up that program. I recall that much was said at that time and has been uttered since to the effect the public did not understand the measure granting Congressmen pensions which had been passed; that if it had understood it would not have taken the position it did. When that bill was passed I followed its provisions very closely, and I must repeat what I have said on previous occasions—that the public was not misinformed in respect to the provisions of that bill. It did understand, and, in my opinion, it was justified in taking the position it did.

Only a few months ago this same question was before this body and was voted down overwhelmingly.

Now we are at it again, seeking for ourselves a pension. And what is the argument for it? Everybody else is getting a pension, why should not we. That is one of the compelling reasons why the National Legislature should not vote pensions for its Members. How, possibly, can this body unbiassedly treat the big problem of pensions in general if it itself becomes a participant in this program? How can it possibly be expected that the Legislature could equitably represent the many and varied pension systems if its Members have an interest in this field?

Mr. ANGELL. Mr. Chairman, now that the committee has voted to retain the increase of salary and the pension provision for Congressmen in the bill, I will be obliged to vote against the bill and hope we may have a recorded vote thereon. I do this with reluctance as I am in favor of the reorganization of the Congress to provide greater efficiency in our work.

The CHAIRMAN. The question is on the motion of the gentleman from Oklahoma [Mr. MONRONEY].

The motion was agreed to.

The CHAIRMAN. The gentleman from Illinois [Mr. DIRKSEN] is recognized.

Mr. DIRKSEN. Mr. Chairman, I trust the amendment offered by the gentleman from Oklahoma [Mr. RIZLEY] will be voted down.

We have had a long day and I think we have accomplished a splendid job in piloting an integrated bill right up to

the last section. Let us not spoil that handiwork that has had a lot of time and attention by acceding to this amendment and striking out the retirement provisions of this bill.

It is so easy to characterize this as a pension, but is it? Under the proposed plan we ask you to go into your pockets for 6 percent every year on your base salary. We ask you, before you become eligible, to pay back for all of your service since 1920 or for 5 years. This is nothing other than an insurance annuity. The participation of the Federal Government is nothing more than what it is for every one of the hundreds of thousands of civil-service employees on the rolls today.

We have covered millions of people by social security. There are over 103 Federal district judges in the country today who can retire at a substantial annuity without having contributed one dime while they were on the bench. In the course of World War II, there were probably over 1,800 brigadier generals and probably 450 major generals, and the day will come when they can retire at a very substantial annuity and not have expended a single dime out of their pockets for an annuity that shall be paid out of the Treasury of the United States. They are public servants also. Now we put ourselves in this position, therefore, instead of taking an annuity like a Federal judge without contribution, or a general officer of the Army or Navy without contribution, we require that you pay 6 percent every year during your service. If you have been here for 6 years, then you are eligible for retirement at age 62, but in every case you are buying your retirement annuity which has been carefully worked out with the actuaries of the Civil Service Retirement Board. Every dollar that will be required by them now and in the future will be amortized under this system in a period of about 20 years. It is one of the finest things in this bill, and I hope the House will not succumb to some of the unfounded statements that have been made on this matter. I hope you will complete the good work that has been going on since high noon of today and finally put the capstone on this bill and provide the kind of retirement system every Member of Congress is so richly entitled to by reason of the feverish effort they have made over the years.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

The gentleman from Ohio [Mr. SMITH] is recognized for 1 minute.

Mr. SMITH of Ohio. Mr. Chairman, I can only tell you what this will do for me. I will be 62 years old this week sometime. I could retire at the end of this term paying in \$4,000, or a little more than that, and if I lived the normal expectancy, I would draw a net pension from this bill amounting to \$26,000.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. SMITH of Ohio. I yield.

Miss SUMNER of Illinois. With this provision in the bill you would have more old, broken-down politicians trying to run for Congress so they can get this pension.

Mr. SMITH of Ohio. Others, of course, will receive in proportion.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

The gentleman from Illinois [Mr. VURSELL] is recognized for 1 minute.

(Mr. VURSELL asked and was given permission to revise and extend his remarks.)

Mr. VURSELL. I am glad to note a few minutes ago that the amendment to provide an assistant to each Congressman at \$5,000 a year was defeated. Such extra help is not necessary and in most instances would be a waste of that amount of money.

Now we are considering an amendment to increase the salary of the Congressmen by \$2,500 a year. This amendment will be followed by a section in the bill which will provide retirement benefits for a Congressman after he has served 5 years upon his paying in a certain percent of his salary. Some will refer to this provision as a pension for Congressmen.

It is true that it is a retirement benefit which requires the Congressmen to pay more for such retirement than any other Federal employee pays to secure retirement. It will be argued that over 100 Federal judges are provided with retirement after a certain length of service without paying anything into the Federal Government.

I am opposed at this time to the increase of the salary for Congressmen and I am unalterably opposed to the retirement provision for Congressmen after they have left the service.

I am opposed to the increase in salary because I believe that one who aspires to come to Washington to represent the people of his district in the greatest legislative body of the world should be willing to make some financial sacrifice for the honor and opportunity of serving his country in this great body. I believe you will maintain here a higher type of men if you leave the salary at a level that will cause one to be willing to make some financial sacrifice in his public service. If you make the salary too attractive, you will encourage men who have not been successful in their own business to make a greater effort to be elected to Congress because they would be able to make more money here than they could in their own private business.

I am opposed to the retirement or pension section of this bill largely on the same grounds. One who aspires to represent the people in this Congress should by his ability be able to take care of his own financial conditions before, when, and after his services are concluded here. The Members of Congress, the board of directors so to speak, who managed the affairs of the business of this country so far as the Federal Government is concerned should not support a bill to provide Government retirement when they have concluded such services, even though they pay in a sufficient amount to such retirement fund as will make the financial load on the Government not of too great consequence.

I hope the House votes down both of these propositions, and on the final passage of the bill I hope that we may have a roll call so that those who are



opposed to these two provisions of the bill may be able to register their vote expressing their opposition on the pages of the CONGRESSIONAL RECORD. I urge the Members to defeat both of these propositions.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

The gentleman from Ohio [Mr. RAMEY] is recognized for 1 minute.

(Mr. RAMEY asked and was given permission to revise and extend his remarks.)

Mr. RAMEY. Mr. Chairman, you remember the old adage "Slice it as thin as you please, it still is baloney." We congratulate the authors of this bill for it is, in most part, good. However, those skillful artisans of semantics, who on the floor today have coined phrases in regard to the latter sections of this bill, cannot make an annuity of those sections simply by calling it an annuity. As long as the taxpayers pay their part in it, that much is still a pension and to call it an annuity is a subterfuge. [Page Stuart Chase.] It has been stated by one of our most distinguished Members that a former Member of the House at one time spoke of a certain bug. Yes, it is a shame that a bill brought to us in good faith should be wrought out with such eel-like dexterity by allowing bugs to enter it. The good part of the bill tumbles a bug here and tumbles a bug there. Colleagues, do not shout "Vote, Vote" and then blindly pass the whole bill through mob psychology but let us vote on this bill section by section and stand up and be counted.

Some have stated that the judicial raise was passed like lightning; the raise for ambassadors was passed like lightning. That was not proper. We should streamline Congress and, above all, no bill should pass under suspension of rules. No legislation should be enacted unless each and every Representative of the people has the opportunity to stand up and be counted.

Originally, a pension was an allowance made by a government to retired public officers, disabled soldiers, and families of soldiers in the service. Recently, by reason of the complexity of our Government and by further reason of the fact that citizens through long unemployment are unable to provide for maintenance and sustenance during their declining years, a benevolent Government has accorded to those who have supported their country by taxation throughout the years, pensions. Is it right to pension those who have had opportunities and forget those who have not been able by reason of unemployment, illness, and otherwise to provide for those said declining years? Should we grant an allowance, call it by whatever name you please, to those who are able to provide for themselves and refuse it to those who are not? Just yesterday, the Ways and Means Committee succeeded in placing a gag rule before the House, thus preventing pension allowances for those who needed it the most. I grant, however, that this committee would match each State in the amount the State allotted by raising the monthly allowance for the blind \$5 and the aged \$5 provided each

State should do the same, up to the amount of \$25; that is, if any State should allow \$25, the Government would match it for that much. However, the gag rule prevented the Representatives of the people from being heard at the proper time, of presenting the proper amendments and then allowing each Representative to stand up and be counted.

I concur in the judgment of those who have stated that Members of Congress many times leave this body in distress and without maintenance and sustenance. I further concur in the view of those who have stated that only those of means can afford to come to Congress and leave their professions. However, it does seem to me that this great body is a position of honor, that the man who seeks to represent the people in this, the most honorable body on the face of the earth, must completely forget himself, not thinking of material things and that his reward is—he has left a good name—what greater reward can there be? Yes, I understand that there are several ex-Members who have served honorably in this body, who are now in poorhouses of the United States. There are several in our State. But there are ex-members of every profession and every activity in those institutions. Would not the more honorable thing to do be to grant an allowance to each and every citizen in order that there be no such a thing as a poorhouse, that no longer would the words of Will Carrolton "Over the Hills to the Poorhouse" be known in this country and when the peace of the world is wrought out that it be unknown in any country. There is enough in God's great world for everybody. Let us share and if there be pensions, call it what you will, let there be equal pension allotted to each and all of the masses instead of just to classes.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

The gentleman from South Dakota [Mr. MUNDT] is recognized for 1 minute.

(Mr. MUNDT asked and was given permission to revise and extend his remarks.)

Mr. MUNDT. Mr. Chairman, I rise in support of the amendment offered by the gentleman from Oklahoma [Mr. RIZLEY] to strike the provision from this legislation which would provide pensions for Congressmen, as they are commonly called or the retirement provisions of this legislation as their supporter prefers to designate them. By either name, however, I am opposed to them. I have always voted against pensions for Congressmen and I shall vote against them again today.

During one of my first years in Congress, Mr. Chairman, I spoke and voted against pensions for Congressmen. So I am only being consistent in again urging the defeat of these pensions today.

I also voted to support the amendment of the gentleman from New York [Mr. BUCK] to strike out the salary increases, because I am opposed to the raising of congressional salaries at this time. Until we are able to balance the Federal Budget and until the present inflationary pressures have been effectively curbed,

Mr. Chairman, I shall continue to oppose legislation to increase congressional salaries although under normal conditions I realize such salaries should be increased. However, at this particular juncture in our national economic existence, I believe it is a mistake to either vote pensions for Congressmen or congressional salary increases. I hope we can defeat the salary increases when this legislation gets in the House. I hope you will now join me in defeating the provisions of this bill which provide pensions for Congressmen.

Mr. Chairman, I was one of the early and active supporters of this move to streamline and modernize Congress. I am in hearty accord with most of the provisions of the present bill. I think it will tend to increase the efficiency of Congress. However, in my mind it is a mistake to mix pensions for Congress and salary increases with a bill primarily designed to remodel and modernize the legislative processes. For one, I refuse to be maneuvered into a position whereby my zeal for modernizing Congress must require me to vote for pension and salary provisions which I feel are both undesirable and untimely.

Therefore, Mr. Chairman, I am reluctantly compelled to announce that unless the pension and salary provisions are removed from this legislation, I shall have to vote against it, despite my approval of most of the reform provisions of the bill. Earlier today the gentleman from Wisconsin [Mr. HULL] rather effectively and clearly summarized my reasons for my decision.

Since there may not be a roll call on final passage of this bill—although I shall be among those standing up to ask for one—I take this means of announcing for the RECORD that I shall vote "no" on final passage if the salary increases and pension provisions remain in this bill. If they are not part of this bill, I shall vote "aye."

Finally, Mr. Chairman, I would like to point out that pensions for Congressmen are in a different class from pensions for civil-service employees, Army officers, or judges. We are in a very real sense the board of directors of the world's largest business institution. The country depends upon our collective judgment for its stability and security. Surely, if we have economic sense enough to manage the finances of the Government, we should have economic ability enough to manage our individual finances without benefit of a Government pension system. We can purchase private annuities and pension plans from commercial insurance companies. We can plan for our own retirement. We can show confidence in the private-enterprise institutions which our great Government is designed to preserve. Let us defeat this pension proposal and thus reaffirm our faith in the private-enterprise system which has made America great.

(Mr. MUNDT asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Chair recognizes the gentleman from West Virginia [Mr. RANDOLPH].

Mr. RANDOLPH. Mr. Chairman, during the hearings on this legislation testi-



mony in favor of optional retirement for Members of Congress was vigorously advocated by former Senator, now Justice Burton, of Ohio, Senator White, the minority leader of the Senate of the United States, Senator Bridges, of New Hampshire, Beardsley Ruml, and many other business and professional leaders of the country who realize that what has been beneficial in commerce and industry will be beneficial to the procedures and services of the Members of the Congress of the United States.

Senator BRIDGES stated:

I think just as other Government officials have the benefit of retirement provisions, that we of the Congress should have them.

Dr. Meyer Jacobstein, staff member, Brookings Institution, said:

A retirement plan plus a more liberal salary would go far toward giving Representatives and Senators that feeling of financial security which they deserve.

The then Senator Burton had this to say:

I think it is a good think to have a pension for all kinds of Government service, but upon the basis of a contribution.

Mr. Ruml indicated that unlike most activities in life, being a Member of Congress does not lead to something else. There is no other Congress that you can get a job in for example. There is no way you can be promoted to chairman of the board of directors. I mean it has a peculiarly hazardous nature; it is a hazardous occupation from that point of view unlike a university president or professional man, or some one who is building from his experience, if it is meritorious, a future for himself.

I direct your attention to the words of Senator WHITE:

I personally have been very strongly in favor of a retirement system, a retirement system to which the beneficiary must make his contribution. I think a retirement system would make a contribution to independence of thought and independence of action, to a courageous attitude on the part of the Representative toward problems which are constantly confronting him.

Dean W. Reed West, of George Washington University had the following to say:

Retirement pay for Members based on age and long service would be a means of overcoming this almost inevitable tendency of individuals to weaken in their independence of the Executive.

The CHAIRMAN. The chair recognizes the gentlewoman from Illinois [Miss SUMNER].

Miss SUMNER of Illinois. Mr. Chairman, there will be headlines in every newspaper tomorrow morning saying that the Congress worked overtime voting itself a pension. How are the people going to like that? They are not going to mind the fact that you handed yourselves \$15,000 for 6 months' work. They will believe that perhaps they will be able to get good men to come here to represent them; but when they find out that you have voted yourself a pension so that after they fire you they have to go on paying you separate maintenance, it will be just too much.

The CHAIRMAN. The Chair recognizes the gentleman from Mississippi [Mr. WHITTEN].

Mr. WHITTEN. Mr. Chairman, I supported the Buck amendment believing adequate pay is now provided for the Congress. True we must live within our income. Who does not? After all, work, hard work, if you please, of the individual American citizen, who lived within his means, set aside for his insurance and to take care of his own security is what has made America great. Today when we complain rightly, that everyone seems to be looking to the Federal Government for grants, for allocations, when we hear on this floor the complaints about the States wanting Federal grants at a time when the various States are in a much better financial condition than the Federal Government, certainly it will be a mistake to provide a pension for Members of Congress. Of course, you argue that the Member pays into such fund just as he would for an insurance annuity. Why not take the same money and buy such insurance annuity then?

If Members of Congress are not stable enough, if they do not have foresight enough to live within their own means and provide for their own security, who can the Congress expect to work, and provide for their own welfare?

Mr. Chairman, by all means this amendment should be adopted, and provisions of this bill providing for a pension, stricken out of the bill. If the bill is passed without this amendment what defense will this Congress have to the millions who came asking security at the hands of the Government without effort on their part. You will have opened the gates and instead of preaching individual enterprise, with individual attention to a man's own security, you say to everyone, "Look to the Government." The old, the incapacitated have a right to look for assistance. You invite all others to quit trying and to look to the Government. You say to them there is no need for you to be saving, there is no need to live within your means, there is no need for you to work, the Federal Government will look after you." There is too much of that attitude already. After all the Government is the people, and if all quit work and look to the Government, there will be no one to pay taxes and the promise of the Government will not be worth the paper it is written on.

This House should adopt this amendment, and strike out the pension features of this bill. Keep this Congress where it can say "No" to those who want the Government to provide everything. Keep a sound Government, and a sound Congress, an independent Congress if you please.

The CHAIRMAN. The Chair recognizes the gentleman from Idaho [Mr. WHITE].

Mr. WHITE. Mr. Chairman, there are a great many influences that flew around the individual Members of Congress—influence of departments and from other sources that we all know about. If there is one thing that the individual Congressman needs more than anything else, and that the people of the United States need, is those who represent them in Congress, it is stamina.

We pension our judges to keep them from temptation. Why should we not give security to Congressmen so that

they might have a little independence to stand up and protect the interest of the American people; in considering and passing legislation?

The CHAIRMAN. The Chair recognizes the gentleman from Mississippi [Mr. ABERNETHY].

Mr. ABERNETHY. Mr. Chairman, I favor the amendment offered by the gentleman from Oklahoma [Mr. RIZLEY]. It is difficult to understand how Members of this body, men and women who have established themselves as successful in one field or another else they would not be honored as they are today, can vote a pension for Congressmen. Certainly, Congress could not pass fair judgment on similar calls if the law provides such pensions for its Members, even though the Member does pay toward such pension funds.

The principal object of this bill is to streamline the Congress. It is intended to eliminate bottlenecks, to promote efficiency, to speed up the business of the Congress that we might do a better job for our constituency and the country. What place or what part does a congressional pension feature play in such worthy objectives? It would contribute not one iota to the good causes for which this bill is intended.

The pension feature should be considered on its own merits. The same applies to salary increases for Members, which I opposed by voting for the amendment offered by the gentleman from New York [Mr. BUCK].

I shall vote for the pending amendment. If it should not prevail, I shall vote against the bill, on which I hope we will have a roll-call vote.

(Mr. ABERNETHY asked and was given permission to extend his remarks in the RECORD.)

The CHAIRMAN. The Chair recognizes the gentleman from Mississippi [Mr. WINSTEAD].

Mr. WINSTEAD. Mr. Chairman, I am opposed to this so-called pension for Congressmen and therefore for this amendment for many reasons. Many sound reasons have been offered by other Members here this afternoon. I also supported the Buck amendment to prevent the increase in salary for Congressmen.

It would be a mistake to provide for a congressional pension even though, as has been argued, payments are taken from the salaries of the Members just as they are from the salaries of the rural carriers, postmasters, and other Federal workers. Different from them, the Congress must sit as judges, we must pass on the requests of others and by bringing the Members of Congress into such a program, you almost make them interested parties. The aged and the infirm have a right to look to society to assist them, but I still believe that an able-bodied American citizen should look after himself, and provide for his own security. The retirement provisions of the Civil Service Act whereby the worker builds up the funds for his own retirement I believe are sound. But, Mr. Speaker, we are the judges, and I believe by providing for congressional pensions that the Nation will be weakened and the American people will be further led along the road



of not working, but looking to the Federal Government for everything.

I hope this amendment will be adopted and the pension provisions stricken out of the bill.

(Mr. WINSTEAD asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The Chair recognizes the gentleman from Texas [Mr. RAYBURN].

Mr. RAYBURN. Mr. Chairman, I do not care to indulge in debate on this amendment offered by the gentleman from Oklahoma. I take the floor at this time to express the hope that when we get into the House the so-called Herter amendment will be defeated. That amendment says each standing committee of the Senate and of the House shall set aside time each month. I fear that if 20 out of the 435 Members in the House saw a bill in the committee far down the line ahead of them they might introduce 20 bills and take up the time of the committee. I have faith and confidence in the chairmen of committees. Some of them may be a little autocratic, of course, but most of them respond to Members of Congress when they ask to be heard on a bill that is introduced by them. I can see implications in this that I think may be very harmful. I know that the gentleman from Massachusetts does not have that in mind, but having served many years on committees and 6 years as chairman of one committee, I do not think that amendment is necessary.

The CHAIRMAN. The time of the gentleman from Texas has expired. All time has expired.

The question is on the amendment offered by the gentleman from Oklahoma [Mr. RIZLEY].

The question was taken; and on a division (demanded by Mr. RIZLEY) there were—ayes 63, noes 166.

So the amendment was rejected.

The CHAIRMAN. The question is on the committee substitute to the Senate bill.

The committee substitute was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. SMITH of Virginia, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, pursuant to House Resolution 717, he reported the bill back to the House with an amendment adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment to the committee amendment?

Mr. MONRONEY. Mr. Speaker, I demand a separate vote on the so-called Herter amendment.

The SPEAKER. The Clerk will report the amendment on which a separate vote has been demanded.

The Clerk read as follows:

Amendment offered by Mr. HERTER: Page 49, after line 4, insert a new subsection to read as follows:

"(g) Each standing committee of the Senate and the House of Representatives shall set aside a regular period during each month to afford opportunity to Members who have introduced any bill or resolution to appear before the committee to explain the measure and outline the nature and character of the considerations which in their judgment support its passage."

The amendment was rejected.

The SPEAKER. The question is on the committee substitute for the Senate bill.

The committee substitute was agreed to.

The SPEAKER. The question is on the third reading of the bill.

The bill was ordered to be read a third time, and was read the third time.

Mr. MURRAY of Tennessee. Mr. Speaker—

The SPEAKER. For what purpose does the gentleman from Tennessee rise?

Mr. MURRAY of Tennessee. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Does any member of the minority claim the right to offer a motion to recommit?

Mr. KNUTSON. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. KNUTSON. In its present form, Mr. Speaker.

The SPEAKER. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. KNUTSON moves that the bill be re-committed.

Mr. MONRONEY. Mr. Speaker, I move the previous question on the motion to recommit.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The motion to recommit was rejected.

The SPEAKER. The question is on the passage of the bill.

The question was taken; and on a division (demanded by Mr. MURRAY of Tennessee) there were—ayes 229, noes 61.

Mr. MURRAY of Tennessee. Mr. ABERNETHY, and Mr. LECOMPTE demanded the yeas and nays.

The yeas and nays were refused.

So the bill was passed.

A motion to reconsider was laid on the table.

Mr. MONRONEY. Mr. Speaker, I ask unanimous consent that the Clerk of the House be authorized and directed in the engrossing of the amendment to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, to make all necessary clerical and technical changes, including changes in section numbers and cross references, and changes in the table of contents.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

#### ATOMIC ENERGY BILL

Mr. THOMASON. Mr. Speaker, I ask unanimous consent that the conferees on

the atomic energy bill S. 1717, have until midnight tonight to file a conference report.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

The conference report and statement are as follows:

#### CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1717) for the development and control of atomic energy, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its amendments numbered 1, 19, 25, 28, 30, 32, 34, 37, 43, 44, 45, 47, 49, 52, 53, 56, 59, 60, 61, 62, 64, 65, 66, and 67.

That the Senate recede from its disagreement to the amendments of the House numbered 2, 4, 5, 6, 7, 8, 9, 11, 12, 15, 16, 17, 18, 21, 22, 23, 26, 27, 36, 38, 39, 40, 41, 42, 46, 50, 54, 55, 57, 58, 63, 68, 69, 70, and 71, and agree to the same.

Amendment numbered 3: That the Senate recede from its disagreement to the amendment of the House numbered 3, and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

"(d) Appointment of Army and Navy Officers.—Notwithstanding the provisions of section 1222 of the Revised Statutes (U. S. C., 1940 edition, title 10, sec. 576), section 212 of the Act entitled 'An Act making appropriations for the Legislative Branch of the Government for the fiscal year ending June 30, 1933, and for other purposes', approved June 30, 1932, as amended (U. S. C., 1940 edition, title 5, sec. 59a), section 2 of the Act entitled 'An Act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June thirtieth, eighteen hundred and ninety-five, and for other purposes', approved July 31, 1894, as amended (U. S. C., 1940 edition, title 5, sec. 62), or any other law, any active or retired officer of the Army or the Navy may serve as Director of the Division of Military Application established by subsection (a) (4) (B) of this section, without prejudice to his commissioned status as such officer. Any such officer serving as Director of the Division of Military Application shall receive, in addition to his pay from the United States as such officer, an amount equal to the difference between such pay and the compensation prescribed in subsection (a) (4) (B) of this section."

And the House agree to the same.

Amendment numbered 10: That the Senate recede from its disagreement to the amendment of the House numbered 10, and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following: "subject to valid claims, rights, or privileges existing on the date of the enactment of this Act"; and the House agree to the same.

Amendment numbered 13: That the Senate recede from its disagreement to the amendment of the House numbered 13, and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following: "if such individual, corporation, partnership, or association, by reason of having had such part in the development of the atomic bomb project, acquired confidential official information as to the existence of deposits of such uranium, thorium, or other materials in the specific lands upon which such location, entry, or settlement is made, and subsequent







# DIGEST OF

## CONGRESSIONAL PROCEEDINGS

### OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
Legislative Reports and Service Section  
(For Department staff only)

Issued July 29, 1946  
For actions of July 26 & 27, 1946  
79th-2nd, Nos. 148 and 149

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**HIGHLIGHTS:** Senate committee reported Flannagan-Hope research-marketing bill. Senate concurred in House amendments to congressional-reorganization bill. Both Houses agreed to conference report on atomic-energy bill. Senate passed railroad-retirement bill. House rejected bill to provide for site acquisition and design of Federal buildings. House passed bill to designate State Department disposal agency for surplus property outside U.S. House passed vocational-education bill, which increases authorizations for agricultural categories. House concurred in Senate amendments to McNamara bill providing substantive authority for various administrative expense provisions of Independent Offices Act. Senate passed measure to continue authority for alcohol plants to produce sugars. House agreed to conference reports on mineral-leasing and Cooley farm-credit bills. House passed measures to: Amend MLI Act; continue RFC; and regulate garbage importation. House agreed to adjourn sine die Aug. 2.

#### SENATE - July 26

1. **RESEARCH; MARKETING.** The Agriculture and Forestry Committee reported with amendments H. R. 6932, the Flannagan-Hope research and marketing bill (S. Rept. 1843) (p. 10250). The committee agreed to amendments to reduce the size of the advisory committee to 11 members; to provide that, to the maximum extent practicable, the marketing research done in cooperation with the States shall be done in cooperation with the State experiment stations and such other appropriate agencies as shall be mutually agreeable to them and the Department, and to provide for a similar arrangement regarding the State extension services with respect to the marketing educational and demonstrational work, and regarding the State departments of agriculture and the State departments and bureaus of markets with respect to the informational, inspection, regulatory work, and other marketing services; to change "full employment" to "maximum employment" in the declaration of policy; to direct the Department to foster and assist in "expanded" markets and uses, both foreign and domestic; to specify research and marketing in connection with the marketing work; to include fish and shellfish as agricultural commodities for the purposes of the bill; and to correct a citation under Sec. 11.

2. **CONGRESSIONAL REORGANIZATION.** Concurred in the House amendments to S. 2177, the LaFollette-Monroney congressional reorganization bill (pp. 10274-87). This bill will now be sent to the President.

As finally passed, this bill provides as follows: Provides that, by Mar. 1 each year, the revenue and appropriation committees shall make an over-all estimate of receipts and expenditures, including a reserve for deficiencies, and



shall report a concurrent resolution (1) to provide for reduction of the public debt if receipts are estimated to exceed expenditures or (2) to express it as the sense of Congress that the public debt be increased by the amount that estimated expenditures may exceed estimated receipts. Provides for at least 3 days between the time an appropriation bill is reported and considered on the floor. Requires that all hearings before standing committees or their subcommittees shall be open except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session. Provides committees and subcommittees with staffs of specialists and permits the House Appropriations Committee to continue its investigation system. Takes steps toward limiting permanent appropriations. Authorizes the standing committees to exercise continuous surveillance of the execution of the laws by administrative agencies within their jurisdiction. Directs GAO to make expenditure analyses of each agency of the executive branch, including corporations. Provides that, except in war or emergency in general Congress shall stand adjourned during July, August, and September of each year, reconvening on the second Tuesday in October. Requires that the Congressional Record include a daily calendar of legislative events, together with resumes of congressional activities and an index of its contents. Increases salaries of members of Congress from \$10,000 to \$12,500; and continues the \$2,500 expense account. Permits members of Congress to retire under the Civil Service Retirement Act. Delegates the handling of claims to the departments and the courts and prohibits introduction of most private bills. Reconstitutes the committees and reduces them in number, but retains the Senate Agriculture and Forestry Committee and the House Agriculture Committee. Authorizes increases in the legislative-reference and bill-drafting services. Provides for changes in committee procedure as regards hearings, meetings, and records. Provides for registration of organized groups and their agents who seek to influence legislation. Provides that the President's Economic Report be filed at the opening of each regular session and that the Joint Committee make its report by Feb. 1. Strengthens the provisions against inclusion of point-of-order items in appropriation bills. Requires the Appropriations Committees to develop a standard appropriation classification schedule which will clearly define subtotals.

3. **ATOMIC ENERGY.** Both Houses agreed to the conference report on S. 1717, to provide for the development and control of atomic energy (pp. 10302-3, 10325-31). This bill will now be sent to the President.
4. **RAILROAD RETIREMENT.** Passed with amendments H. R. 1362, to amend the Railroad Retirement Act (pp. 10255-60, 10263-74, 10287-306). Agreed, 40-35, to the Hoey amendment striking out the provision which would extend benefits to employees of freight forwarders and railroad-connected trucking companies (p. 10293).
5. **TRANSPORTATION.** Sen. Reed, Kans., made a motion for consideration of H. R. 2536, the Bulwinkle bill to amend the Interstate Commerce Act with respect to certain agreements between carriers, but no action was taken (p. 10306).
6. **ADMINISTRATIVE PROCEDURE.** Public Law 404, the Administrative Procedure Act, was ordered printed as S. Doc. 248 with the legislative history (p. 10252).
7. **PRICE CONTROL.** Sen. Taft, Ohio, inserted his statement to the effect that the new price-control law is more inflationary than the one the President vetoed (pp. 10306-7).
8. **FORESTRY.** Both Houses received the GAO audit report on the Spruce Production Corporation (pp. 10250, 10360).



the counting of proxies. No; there is nothing in the Constitution about it.

Mr. DONNELL. I said, "the rules of the Senate."

Mr. WHEELER. The invariable rule of the Senate has been from the beginning down to the present moment that committees themselves make their own rules; and that practice has been followed. A definite rule may not be found in the rule book, but that has been the custom of the Senate of the United States.

Mr. DONNELL. May I respectfully place in the RECORD paragraph 3 of rule XXV, which I am sure is familiar to the Senator:

#### QUORUM OF COMMITTEES

3. That the several standing committees of the Senate having a membership of more than three Senators are hereby respectively authorized to fix, each for itself, the number of its members who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee; but in no case shall a committee, acting under authority of this resolution, fix as a quorum thereof any number less than one-third of its entire membership, nor shall any report be made to the Senate that is not authorized by the concurrence of more than one-half of a majority of such entire membership.

Mr. WHEELER. What has that to do with the question before the Senate?

Mr. DONNELL. I understood the Senator to say that, regardless of whether there was a quorum present at the time the pending bill was voted upon, it has been the practice of the Senate to create a quorum by the use of proxies. I ask the Senator if there is anything in the rules of the Senate which, in the case of the committee having six as its requirement for a quorum, would authorize the chairman, acting with five proxies in his pocket, to assemble by himself in a room and constitute a quorum?

Mr. WHEELER. Committees hold hearings day after day when they do not have quorums actually present; but that is entirely beside the point, because there was a quorum present on this occasion, and it has not anything to do with the pending legislation. I do not want to enter into a discussion with the Senator from Missouri of the theory of constitutional government at this particular time, when we are discussing something that is before us for decision. What the Senator is arguing is pure dictum.

Mr. DONNELL. What the Senator said a little while ago, as I understood him, was that the Senate follows the practice of creating a quorum by the use of proxies. I was asking the Senator whether or not there is anything in the rules of the Senate which authorizes the creation of a quorum by the use of proxies.

Mr. WHEELER. I said that if it was necessary to have a quorum present every time a committee met the committees could not have hearings, because they could not get quorums present.

Mr. DONNELL. I do not wish to prolong the question, but I again ask the Senator if there is a rule of the Senate which authorizes the use of proxies in developing a quorum.

Mr. WHEELER. No.

Reverting to the subject under consideration, as I said a while ago, not only has the Interstate Commerce Commission in five different cases, to which I called attention, put an interpretation upon the provisions of the bill, but a committee of the Interstate Commerce Commission has interpreted it, the legal department of the Board which is going to pass upon it has interpreted it, and said how it would be guided by it. No one appearing before the committee opposing or advocating the bill has done anything else but accord with the report of the committee. Under those circumstances, for anyone to say that any court would interpret it otherwise seems to me to be without foundation.

Mr. REED obtained the floor.

Mr. BARKLEY. Mr. President, may I express the hope, before the Senator begins, that we may promptly get a vote on the pending amendment? We have been debating the bill since about this time yesterday, but we have not voted on a single amendment yet. I think the fate of the legislation will depend on whether any amendments are adopted, and I hope we may get a vote on the pending amendment without further delay.

Mr. REED. Mr. President, I share the desire of the majority leader to have a vote on the pending amendment. I am a member of the committee. I have used no time in my own right, and I am going to take the next 10 minutes to clear up some misunderstandings.

As a member of the committee, I was present. I am sure the Senator from Kentucky did not mean to misrepresent when he said that a motion was made to delay the bill for 2 days so that the full committee could study it and have a recommendation of the subcommittee as to whether amendments should be adopted. Such a motion was never made.

Mr. BARKLEY. Mr. President—

Mr. REED. If the Senator from Kentucky, who has used much time, will let me go forward—

Mr. BARKLEY. The Senator did make the suggestion. I thought the motion was made. If he says it was not, I was mistaken; but the committee did not adopt the suggestion, whether it was in the form of a motion or otherwise.

Mr. REED. The Senator from Colorado rather unexpectedly, before the committee had fully discussed the matter, offered a motion to report the bill. That came more quickly than some of us thought it should have come. I offered a substitute for the motion, so as to hold the bill from the Friday, when we were meeting, over to the next Tuesday, as I recall. Then someone suggested that we might get it done by Monday—or it might have been the other way around.

The Senator from Kentucky, who was presiding in the absence of the chairman of the committee, the Senator from Montana [Mr. WHEELER], refused to put my motion as a substitute for the motion of the Senator from Colorado, so it never was voted upon. The Senator from Kentucky put the motion of the Senator from Colorado, and it was adopted by a vote of 11 to 9, including three proxies.

Mr. President, I desire to correct one more thing. In this report there is a statement to which so much reference has been made, in the second full paragraph on page 7—

Mr. BARKLEY. Will the Senator yield for one correction? The Senator says I refused to put the motion. I held the motion out of order.

Mr. REED. The Senator refused. He said that the motion of the Senator from Colorado had priority over the motion of the Senator from Kansas. In the Senate, when one offers a substitute—

Mr. HAWKES. Mr. President, will the Senator yield a moment?

Mr. REED. I yield.

Mr. HAWKES. May I ask the Senator from Kentucky if the substitute was in order, or does he still hold that it was out of order?

Mr. BARKLEY. If I had not thought it was out of order, I would not have held it to be out of order.

Mr. HAWKES. I am not asking what the Senator thought then.

Mr. BARKLEY. I held it out of order because I regarded it as not being in order, and not a prior motion to the motion to report the bill, which the Senator from Colorado had made.

Mr. HAWKES. I might say to the Senator from Kentucky that I have asked the best parliamentarians around the Senate and the House, and they all agree it was not out of order.

Mr. BARKLEY. I do not give a continental how many the Senator asked. I held it was out of order, and I still maintain it was not a prior motion to the motion to report the bill. No one appealed from the decision of the chair at the time, and I have not heard it questioned until now.

Mr. REED. Mr. President, if I may proceed, there has been a great deal of discussion, in which I have participated to a very slight extent, though I am a member of the committee and am cognizant of some of the facts. There is one thing to which I as a member of the committee take exception. In the second paragraph on page 7 of the report occurs this statement:

The committee would like to state categorically that there is no purpose or intent to include such persons as employers under the act.

If the statement had stopped there it might have been accepted as reasonably correct. In other words, what we were doing in the committee was to talk about whether or not certain people should come under the bill, and the opinion was unanimous that they should not. Then the discussion went to the point of the intent, and what the committee thought should be done. The committee was unanimous that these persons should not be included. If the last statement had been left out of this sentence, I would not have objected to it so much but the committee proceeded:

And that it is the unanimous understanding of the committee that such persons are not so covered.

There is no basis of fact for that statement, because a majority of the committee were of the mind that they should not be covered, and there was some opin-



tion that there was no intention to cover them. In the committee that day the majority leader, who was presiding, asked the legislative counsel, who was present, whether or not we could take care of that situation in the report, and what I have read and other parts of the report represent an effort on the part of the person writing the report to take care of that situation. But it is only fair to say that in the committee meeting that day, the legislative counsel strongly intimated that it did not make much difference in what kind of language the report was couched, for the court might find that the language of the act was so plain that the court would take the language as written in the act, and not the language placed in the report by the committee. Of course if there were some ambiguity or obscurity, that would be different.

Mr. President, I desire to refer to what the Senator from Montana stated again today, I wish he would not continue to make the statement. The Interstate Commerce Act gives to the Interstate Commerce Commission one complete duty, and that is to regulate common carriers by railroad, and, so far as railroad transportation is concerned, the Interstate Commerce Commission has no jurisdiction to regulate anything but a carrier. In connection with the carriage of goods there are some incidental services performed, and the Interstate Commerce Commission has held over and over again that it has no power to regulate the agencies performing those services; such as warehousemen, those engaged in icing, and those engaged in refrigerating. The Commission has repeatedly held, indeed, has universally held, that it has no power to regulate any one but the carrier itself, and that it has no power to regulate warehousemen and others in the same category. There is no dispute on that point, and there is nothing in the Interstate Commerce Act which would give the Commission that power.

Mr. WHEELER. Mr. President—

Mr. REED. May I be permitted to proceed for a moment, and then I shall be happy to yield to the Senator from Montana.

The first time I ever saw in any bill language that would bring all these people under regulation and control, was the language on page 2 of House bill 1362. I dislike to take even this much time of the Senate, but there is a wrong impression left by what has been stated. The Interstate Commerce Act is clear. It gives the Commission power to regulate carriers, and nothing else, but in connection with transportation, incidental services are rendered. The Commission can regulate transportation by carriers. It cannot and never has even undertaken to regulate the people rendering incidental services.

In paragraph 3 of section 1 there appears this language:

The term "transportation" as used in this part shall include locomotives, cars, and other vehicles, vessels, and all instrumentalities and facilities of shipment or carriage, irrespective of ownership or of any contract, express or implied, for the use thereof, and all services in connection with

the receipt, delivery, elevation, and transfer in transit, ventilation, refrigeration or icing, storage and handling of property transported.

In the bill before us there is this language:

(2) Any person, other than a carrier regulated under part I of the Interstate Commerce Act, which, pursuant to arrangements with a carrier or otherwise, performs, for hire, with respect to passengers or property transported, being transported, or to be transported by a carrier, any service included within the term "transportation" as defined in section 1 (3) of the Interstate Commerce Act, whether or not such service is offered under railroad tariffs.

Mr. President, under that language, which is clear, unambiguous, and refers to a provision of the Interstate Commerce Act, there is no question in the world that persons engaged in icing service, those engaged in trucking, and warehousemen will be brought within the provisions of this bill if it is enacted into law, and there is nothing the Interstate Commerce Commission has ever said, there is no report it has ever made, there is no case it has ever decided which allows room for a different understanding.

Mr. President, I agree with my good friend the Senator from Montana that the freedom, liberties, and rights of the people of the world are better preserved by a legislature or a parliament, by whatever name it may be called, than by any other means. No people in the world ever lost their liberty through a parliamentary body. Oppression, tyranny, and dictatorship have come from the executive branch of government; but, Mr. President, if there was ever anything that would tend to bring the Senate of the United States into disrepute, it is this instant proceeding. The whole thing is so fantastic in its violation of all sound parliamentary and legislative rules and practices that if this proceeding does not cause the people of the country to lose faith I do not know what will.

#### MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Megill, one of its clerks, announced that the House had passed the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, with an amendment, in which it requested the concurrence of the Senate.

The message further announced that the Speaker had affixed his signature to the following enrolled bills and joint resolution, and they were signed by the President pro tempore:

H. R. 388. An act to amend section 201 (g) of the Nationality Act of 1940 (54 Stat. 1138-1139; 8 U. S. C. 601);

H. R. 2091. An act to confer jurisdiction upon the Court of Claims of the United States to hear, determine, and render judgment upon the claim, or claims, of Joseph E. Bennett, doing business as Joseph E. Bennett Co.;

H. R. 2192. An act for the relief of Andre Dacharry;

H. R. 3543. An act for the relief of Elmer D. Thompson and the legal guardian of James Thompson;

H. R. 5311. An act to amend Revised Statutes, 4921 (U. S. C. A., title 35, Patents, sec. 70), providing that damages be ascertained

on the basis of compensation for infringement;

H. R. 5590. An act to provide for the uniform administration of efficiency ratings;

H. R. 5911. An act to establish an Office of Naval Research in the Department of the Navy; to plan, foster, and encourage scientific research in recognition of its paramount importance as related to the maintenance of future naval power, and the preservation of national security; to provide within the Department of the Navy a single office, which, by contract and otherwise, shall be able to obtain, coordinate, and make available to all bureaus and activities of the Department of the Navy world-wide scientific information and the necessary services for conducting specialized and imaginative research; to establish a Naval Research Advisory Committee consisting of persons preeminent in the fields of science and research to consult with and advise the Chief of such Office in matters pertaining to research;

H. R. 6528. An act to authorize the coinage of 50-cent pieces to commemorate the life and perpetuate the ideals and teachings of Booker T. Washington; and

H. J. Res. 305. Joint resolution providing for membership and participation by the United States in the United Nations Educational, Scientific, and Cultural Organization, and authorizing an appropriation therefor.

#### ORGANIZING OF THE CONGRESS

Mr. LA FOLLETTE. Mr. President, I ask that a message from the House announcing its action on Senate bill 2177 be laid before the Senate.

The PRESIDING OFFICER (Mr. SWIFT in the chair) laid before the Senate the amendment of the House of Representatives to the bill (S. 2177) to provide for increased efficiency in the legislative branch of the Government, which was to strike out all after the enacting clause and insert:

#### SHORT TITLE

That (a) this act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

#### (Table of contents)

#### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

Sec. 101. Rule-making power of the Senate and House.

#### PART 1—STANDING RULES OF THE SENATE

Sec. 102. Standing committees of the Senate.

Committee on Agriculture and Forestry.  
Committee on Appropriations.  
Committee on Armed Services.  
Committee on Banking and Currency.  
Committee on Civil Service.  
Committee on the District of Columbia.  
Committee on Expenditures in the Executive Departments.  
Committee on Finance.  
Committee on Foreign Relations.  
Committee on Interstate and Foreign Commerce.

Committee on the Judiciary.  
Committee on Labor and Public Welfare.  
Committee on Public Lands.  
Committee on Public Works.  
Committee on Rules and Administration.  
Sec. 103. Appropriations.

#### PART II—RULES OF THE HOUSE OF REPRESENTATIVES

Sec. 121. Standing committees of the House of Representatives:

Committee on Agriculture.  
Committee on Appropriations.  
Committee on Armed Services.  
Committee on Banking and Currency.  
Committee on Post Office and Civil Service.  
Committee on the District of Columbia.



Committee on Education and Labor.  
Committee on Expenditures in the Executive Departments.  
Committee on Foreign Affairs.  
Committee on House Administration.  
Committee on Interstate and Foreign Commerce.

Committee on the Judiciary.  
Committee on Merchant Marine and Fisheries.

Committee on Public Lands.  
Committee on Public Works.  
Committee on Rules.  
Committee on un-American Activities.  
Committee on Veterans' Affairs.  
Committee on Ways and Means.  
SEC. 122. Delegates and Resident Commissioner.

SEC. 123. Reference of private claims bills.

#### PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

SEC. 131. Private bills banned.  
SEC. 132. Congressional adjournment.  
SEC. 133. Committee procedure.  
SEC. 134. Committee powers.  
SEC. 135. Conference rules on amendments in nature of substitute.  
SEC. 136. Legislative oversight by standing committees.  
SEC. 137. Decisions on questions of committee jurisdiction.  
SEC. 138. Legislative budget.  
SEC. 139. Hearings and reports by Appropriations Committees.  
SEC. 140. Records of Congress.  
SEC. 141. Preservation of committee hearings.  
SEC. 142. Effective date.

#### TITLE II—MISCELLANEOUS

##### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

SEC. 201. Increase in compensation for certain congressional officers.  
SEC. 202. Committee staffs.  
SEC. 203. Legislative Reference Service.  
SEC. 204. Office of the Legislative Counsel.  
SEC. 205. Studies by Comptroller General.  
SEC. 206. Expenditure analyses by Comptroller General.  
SEC. 207. Correction of military and naval records.

##### PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

SEC. 221. Improvement of CONGRESSIONAL RECORD.  
SEC. 222. Joint Committee on Printing.  
SEC. 223. Joint Committee on the Library.  
SEC. 224. Transfer of functions.  
SEC. 225. Joint Committee on the Economic Report.  
SEC. 226. Economic Report of the President.

##### PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

SEC. 241. Remodeling of caucus rooms and restaurants.  
SEC. 242. Assignment of Capitol space.  
SEC. 243. Senate and House pages.  
SEC. 244. Authorization of appropriations and personnel.  
SEC. 245. Effective date.

#### TITLE III—REGULATION OF LOBBYING ACT

SEC. 301. Short title.  
SEC. 302. Definitions.  
SEC. 303. Detailed accounts of contributions.  
SEC. 304. Receipts for contributions.  
SEC. 305. Statements to be filed with Clerk of House.  
SEC. 306. Statement preserved for 2 years.  
SEC. 307. Persons to whom applicable.  
SEC. 308. Registration with Secretary of the Senate and Clerk of the House.  
SEC. 309. Reports and statements to be made under oath.  
SEC. 310. Penalties.  
SEC. 311. Exemption.

#### TITLE IV—FEDERAL TORT CLAIMS ACT

##### PART 1—SHORT TITLE AND DEFINITIONS

SEC. 401. Short title.  
SEC. 402. Definitions.

#### PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

SEC. 403. Claims of \$1,000 or less.  
SEC. 404. Reports.

#### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

SEC. 410. Jurisdiction.  
SEC. 411. Procedure.  
SEC. 412. Review.  
SEC. 413. Compromise.

#### PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

SEC. 420. One year statute of limitations.  
SEC. 421. Exceptions.  
SEC. 422. Attorneys' fees.  
SEC. 423. Exclusiveness of remedy.  
SEC. 424. Certain statutes inapplicable.

#### TITLE V—GENERAL BRIDGE ACT

SEC. 501. Short title.  
SEC. 502. Consent of Congress.  
SEC. 503. Tools.  
SEC. 504. Acquisition by public agencies.  
SEC. 505. Statements of cost.  
SEC. 506. Sinking fund.  
SEC. 507. Applicability of title.  
SEC. 508. International bridges.  
SEC. 509. Eminent domain.  
SEC. 510. Penalties.  
SEC. 511. Rights reserved.

#### TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 601. Compensation of Members of Congress.  
SEC. 602. Retirement pay of Members of Congress.

#### SEPARABILITY CLAUSE

(b) If any provision of this act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the act and of the application of such provision to other persons and circumstances shall not be affected thereby.

#### TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

##### Rule-making power of the Senate and House

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply, and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

##### PART 1—STANDING RULES OF THE SENATE

###### Standing committees of the Senate

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

##### "RULE XXV

###### "STANDING COMMITTEES

"(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

"(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Agriculture generally.
- "2. Inspection of livestock and meat products.
- "3. Animal industry and diseases of animals.
- "4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- "5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations, to consist of 21 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil-shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.



"(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) Committee on Foreign Relations, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

"6. International conferences and congresses.

"7. The American National Red Cross.

"8. Intervention abroad and declarations of war.

"9. Measures relating to the diplomatic service.

"10. Acquisition of land and buildings for embassies and legations in foreign countries.

"11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"12. United Nations Organization and international financial and monetary organizations.

"13. Foreign loans.

"(j) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, busses, trucks, and pipe lines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Merchant marine generally.

"6. Registering and licensing of vessels and small boats.

"7. Navigation and the laws relating thereto, including pilotage.

"8. Rules and international arrangements to prevent collisions at sea.

"9. Merchant marine officers and seamen.

"10. Measures relating to the regulation of common carriers by water and to the inspection of merchant-marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.

"11. Coast and Geodetic Survey.

"12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.

"13. The United States Coast Guard and Merchant Marine Academies.

"14. Weather Bureau.

"15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.

"16. Inland waterways.

"17. Fisheries and wildlife, including research, restoration, refuges, and conservation.

"18. Bureau of Standards including standardization of weights and measures and the metric system.

"(k) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possession.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"(l) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and

other matters relating to the following subjects:

"1. Measures relating to education, labor, or public welfare generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"12. United States Employees Compensation Commission.

"13. Columbia Institution for the Deaf, Dumb, and Blind, Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.

"14. Public health and quarantine.

"15. Welfare of miners.

"16. Vocational rehabilitation and education of veterans.

"17. Veterans' hospitals, medical care and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general special measures relating to claims which are paid out of Indian funds.

"(n) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.



"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol Building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction of maintenance of roads and post roads.

"(c) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

"(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

"(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate wing of the Capitol; assignment of office space; and services to the Senate.

"(F) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate wing of the Capitol and in the Senate Office Building.

"(2) Each standing committee shall continue and have the power to act until their successors are appointed.

"(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

"(4) Each Senator shall serve on two standing committees and no more; except

that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more."

#### Appropriations

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### "RULE XVI

##### "AMENDMENTS TO APPROPRIATION BILLS

"1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the com-

mittee is being considered by the Committee on Appropriations:

<i>Name of committee</i>	<i>Purpose of appropriation</i>
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service.	For the Post Office Department.
Committee on Armed Services.	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia.	For the District of Columbia.
Committee on Public Works.	For rivers and harbors.
Committee on Foreign Relations.	For the diplomatic and consular service.

"(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

#### PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

##### *Standing committees of the House of Representatives*

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

#### "RULE X

##### "STANDING COMMITTEES

"(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

"1. Committee on Agriculture, to consist of 27 Members.

"2. Committee on Appropriations, to consist of 43 Members.

"3. Committee on Armed Services, to consist of 33 Members.

"4. Committee on Banking and Currency, to consist of 27 Members.

"5. Committee on Post Office and Civil Service, to consist of 25 Members.

"6. Committee on the District of Columbia, to consist of 25 Members.

"7. Committee on Education and Labor, to consist of 25 Members.

"8. Committee on Expenditures in the Executive Departments, to consist of 25 Members.

"9. Committee on Foreign Affairs, to consist of 25 Members.

"10. Committee on House Administration, to consist of 25 Members.

"11. Committee on Interstate and Foreign Commerce, to consist of 27 Members.

"12. Committee on the Judiciary, to consist of 27 Members.

"13. Committee on Merchant Marine and Fisheries, to consist of 25 Members.

"14. Committee on Public Lands, to consist of 25 Members.

"15. Committee on Public Works, to consist of 27 Members.

"16. Committee on Rules, to consist of 12 Members.

"17. Committee on Un-American Activities, to consist of nine Members.

"18. Committee on Veterans' Affairs, to consist of 27 Members.

"19. Committee on Ways and Means, to consist of 25 Members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.



"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

#### "RULE XI

##### "POWERS AND DUTIES OF COMMITTEES

"(1) All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively: *Provided*, That unless otherwise provided herein, any matter within the jurisdiction of a standing committee prior to January 2, 1947 shall remain subject to the jurisdiction of that committee or of the consolidated committee succeeding generally to the jurisdiction of that committee.

"(a) Committee on Agriculture.

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) Committee on Appropriations.

"1. Appropriation of the revenue for the support of the Government.

"(c) Committee on Armed Services.

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Conservation, development, and use of naval petroleum and oil shale reserves.

"11. Strategic and critical materials necessary for the common defense.

"12. Scientific research and development in support of the armed services.

"(d) Committee on Banking and Currency.

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Post Office and Civil Service.

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia.

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) Committee on Education and Labor.

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.

"13. Welfare of miners.

"(h) (1) Committee on expenditures in the Executive Departments.

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(i) Committee on Foreign Affairs.

"1. Relations of the United States with foreign nations generally.

"2. Establishment of boundary lines between the United States and foreign nations.

"3. Protection of American citizens abroad and expatriation.

"4. Neutrality.

"5. International conferences and congresses.

"6. The American National Red Cross.

"7. Intervention abroad and declarations of war.

"8. Measures relating to the diplomatic service.

"9. Acquisition of land and buildings for embassies and legations in foreign countries.

"10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"11. United Nations Organization and international financial and monetary organizations.

"12. Foreign loans.

"(j) (1) Committee on House Administration.

"(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.

"(B) Expenditure of the contingent fund of the House.

"(C) The auditing and settling of all accounts which may be charged to the contingent fund.

"(D) Measures relating to accounts of the House generally.

"(E) Appropriations from the contingent fund.

"(F) Measures relating to services to the House, including the House restaurant and administration of the House Office Buildings and of the House wing of the Capitol.

"(G) Measures relating to the travel of Members of the House.

"(H) Measures relating to the assignment of office space for Members and committees.

"(I) Measures relating to the disposition of useless executive papers.

"(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(L) Matters relating to printing and correction of the CONGRESSIONAL RECORD.

"(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

"(2) Such committee shall also have the duty of—

"(A) examining all bills, amendments, and joint resolutions after passage by the House, and in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled, and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;



"(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

"(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

"(k) Committee on Interstate and Foreign Commerce.

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

"3. Regulation of interstate and foreign communications.

"4. Civil aeronautics.

"5. Weather bureau.

"6. Interstate oil compacts; and petroleum and natural gas, except on the public lands.

"7. Securities and exchanges.

"8. Regulation of interstate transmission of power, except the installation of connections between Government water power projects.

"9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"10. Public health and quarantine.

"11. Inland waterways.

"12. Bureau of Standards, standardization of weights and measures, and the metric system.

"(l) Committee on the Judiciary.

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"19. Presidential succession.

"(m) Committee on Merchant Marine and Fisheries.

"1. Merchant marine generally.

"2. Registering and licensing of vessels and small boats.

"3. Navigation and the laws relating thereto, including pilotage.

"4. Rules and international arrangements to prevent collisions at sea.

"5. Merchant marine officers and seamen.

"6. Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.

"7. The Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.

"8. United States Coast Guard and Merchant Marine Academies.

"9. Coast and Geodetic Survey.

"10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and inter-oceanic canals generally.

"11. Fisheries and wildlife, including research, restoration, refuges, and conservation.

"(n) Committee on Public Lands.

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"4. Forest reserves and national parks created from the public domain.

"5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation on the public lands and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(o) Committee on Public Works.

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, custom-houses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol Building and the Senate and House Office Buildings.

"8. Measures relating to the construction, or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

"(p) Committee on Rules.

"1. The rules, joint rules, and order of business of the House.

"2. Recesses and final adjournments of Congress.

"(q) (1) Committee on Un-American Activities.

"(A) Un-American activities.

"(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (1) the extent, character, and

objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

"The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) to results of any such investigation, together with such recommendations as it deems advisable.

"For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

"(r) Committee on Veterans' Affairs.

"1. Veterans' measures generally.

"2. Pensions of all the wars of the United States, general and special.

"3. Life insurance issued by the Government on account of service in the armed forces.

"4. Compensation, vocational rehabilitation, and education of veterans.

"5. Veterans' hospitals, medical care, and treatment of veterans.

"6. Soldiers' and sailors' civil relief.

"7. Readjustment of servicemen to civil life.

"(s) Committee on Ways and Means.

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. National social security.

"(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans' Affairs—on general pension bills.

"(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last 3 days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other



dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall provide that business under recommit being made as provided in paragraph 4 of rule XVI.

"(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

"(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than 6 months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed 9 months.

"(e) A standing committee of the House (other than the Committee on Appropriations) shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the committee; (C) if the chairman of the committee, after 3 days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

"(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees."

#### *Delegates and resident commissioner*

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

#### **"RULE XII**

#### **"DELEGATES AND RESIDENT COMMISSIONER**

"1. The delegates from Hawaii and Alaska, and the resident commissioner to the United States from Puerto Rico, shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider."

#### *Reference of private claims bills*

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

#### **PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES**

##### *Private bills banned*

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.

##### *Congressional adjournment*

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

##### *Committee procedure*

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

##### *Committee powers*

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee

may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession, and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every 6 months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every 3 months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

##### *Conference rules on amendments in nature of substitute*

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violates subsection (a), the conference report shall be subject to a point of order.

##### *Legislative oversight by standing committees*

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

##### *Decisions on questions of committee jurisdiction*

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

##### *Legislative budget*

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to



be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to the appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ \_\_\_\_\_."

#### *Hearings and reports by appropriations committees*

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision re-appropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

#### *Records of Congress*

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

#### *Preservation of committee hearings*

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

#### *Effective date*

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this act.

#### **TITLE II—MISCELLANEOUS**

##### **PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL**

##### *Increase in compensation for certain congressional officers*

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 percent; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

##### *Committee staffs*

SEC. 202. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with the procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution No. 50, adopted January 9, 1945.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic

work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee, and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$8,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of 1 year after he shall have ceased to be such a member.

(h) Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and the House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act, and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this act, the Committee on Rules and Administration of the Senate, with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

#### *Legislative Reference Service*

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive



agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for or bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialist in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### *Office of the Legislative Counsel*

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

#### *Studies by Comptroller General*

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such

restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

#### *Expenditure analysis by Comptroller General*

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### *Correction of military and naval records*

SEC. 207. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

#### *PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS*

##### *Improvement of Congressional Record*

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the daily RECORD the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the RECORD, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

##### *Joint Committee on Printing*

SEC. 222. Section 1 of the act entitled "An act providing for the public printing and binding and the distribution of public documents," approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

##### *Joint Committee on the Library*

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

##### *Transfer of functions*

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this act, hereby transferred to that standing committee created by this act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of the Committee on Civil Service of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this act shall be members of the National Archives Council.

#### *Joint Committee on the Economic Report*

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1."

#### *Economic report of the President*

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the President) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session."

#### *PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES*

##### *Remodeling of caucus rooms and restaurants*

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improve acoustics and seating facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.

##### *Assignment of Capitol space*

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

##### *Senate and House pages*

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the educational of congressional pages and pages of the Supreme Court in the public-school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public-school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsection (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however*, That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

##### *Authorization of appropriations and personnel*

SEC. 244. All necessary funds required to carry out the provisions of this act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this act under their respective jurisdictions.

##### *Effective date*

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223,



224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

### TITLE III—REGULATION OF LOBBYING ACT

#### Short title

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act."

#### Definitions

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

#### Detailed accounts of contributions

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least 2 years from the date of the filing of the statement containing such items.

#### Receipts for contributions

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within 5 days after receipt thereof rendered to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

#### Statements to be filed with Clerk of House

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### Statement preserved for 2 years

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, D. C., but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### Persons to whom applicable

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

#### Registration with Secretary of the Senate and Clerk of the House

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to

any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the CONGRESSIONAL RECORD.

#### Reports and statements to be made under oath

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

#### Penalties

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than 12 months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of 3 years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than 5 years, or by both such fine and imprisonment.

#### Exemption

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

### TITLE IV—FEDERAL TORT CLAIMS ACT

#### PART 1—SHORT TITLE AND DEFINITIONS

#### Short title

SEC. 401. This title may be cited as the "Federal Tort Claims Act."

#### Definitions

SEC. 402. As used in this title, the term—

(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.



(c) "Acting within the scope of his office or employment," in the case of a member of the military or naval forces of the United States, means acting in line of duty.

PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

*Claims of \$1,000 or less*

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider, ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

*Reports*

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

*Jurisdiction*

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein the act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States shall

not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorneys' fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon 15 days' notice given in writing, withdraw the claim from consideration of the Federal agency and commence suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

*Procedure*

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the act of March 3, 1887 (24 Stat. 505).

*Review*

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto, the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within 3 months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall apply to cases under this part in the circuit courts of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

*Compromise*

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the courts in which such suit is pending.

PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

*One-year statute of limitations*

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, it is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within 1 year after such claim accrued or within 1 year after the date of enactment of this act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of 6 months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

*Exceptions*

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or merchandise by any officer of customs or excise or any other law-enforcement officer.

(d) Any claim for which a remedy is provided by the act of March 9, 1920 (U. S. C., title 46, secs. 741-752, inclusive), or the act of March 3, 1925 (U. S. C., title 46, secs. 781-790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading with the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operation of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the combatant activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

*Attorneys' fees*

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable at-



torney's fees, which, if the recovery is \$500 or more, shall not exceed 10 percent of the amount recovered under part 2, or 20 percent of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than 1 year, or both.

#### *Exclusiveness of remedy*

SEC. 423. From and after the date of enactment of this act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

#### *Certain statutes inapplicable*

SEC. 424 (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1946, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law No. 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).

Public Law No. 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law No. 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 31, sec. 224b).

Public Law No. 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31, secs. 223b, 223c, and 223d).

Public Law No. 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U. S. C., title 34, sec. 600).

Section 4 of Public Law No. 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law No. 456, Seventy-third Congress, approved June 22, 1924 (48 Stat. 1207; U. S. C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting within the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

#### **TITLE V—GENERAL BRIDGE ACT**

##### *Short title*

SEC. 501. This title may be cited as the "General Bridge Act of 1946."

##### *Consent of Congress*

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approv-

ing the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

##### *Tolls*

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, streetcars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

##### *Acquisition by public agencies*

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined by the Secretary of War, either of the States in which the bridge is located, or any public agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of 5 years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 percent of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

##### *Statements of cost*

SEC. 505. Within 90 days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within 3 years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such

investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title, subject only to review in a court of equity for fraud or gross mistake.

##### *Sinking fund*

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.

##### *Applicability of title*

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401), and the provisions of the act entitled "An act to regulate the construction of bridges over navigable waters," approved March 23, 1906, shall not apply to such bridges.

##### *International bridges*

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

##### *Eminent domain*

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

##### *Penalties*

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and



the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title; or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than 1 year, or by both such fine and imprisonment.

*Rights reserved*

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

**TITLE VI—COMPENSATION AND RETIREMENT  
PAY OF MEMBERS OF CONGRESS**

*Compensation of Members of Congress*

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which no tax liability shall incur, or accounting be made; such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby repealed, effective on the day on which the Eightieth Congress convenes.

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments," is hereby repealed, effective on the day on which the Eightieth Congress convenes.

*Retirement pay for Members of Congress*

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government."

(b) Such act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this act—

"(1) This act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this act. Such notice may be given by a Member of Congress within 6 months after the date of enactment of the Legislative Reorganization Act of 1946 or within 6 months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a

sum equal to 6 percent of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 percent per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 percent of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least 6 years of service as a Member of Congress and have attained the age of 62 years except that any such Member who shall have had at least 5 years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last 5 years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last 5 years of service, the amounts specified in paragraph (2) of this section with respect to so much of such 5 years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such 5 years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be an amount equal to 2½ percent of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of 6 years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 percent compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 percent compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

"(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

"(8) Nothing contained in this act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least 6 years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

"(9) No provision of this or any other act relating to automatic separation from the

service shall be applicable to any Member of Congress.

"(10) As used in this section, the term 'Member of Congress' means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term 'service as a Member of Congress' shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member."

Mr. LA FOLLETTE. I move that the Senate concur in the House amendment.

Mr. REVERCOMB. Mr. President, what is the nature of the matter in question?

Mr. LA FOLLETTE. This is the reorganization bill.

Mr. HAWKES. Mr. President, will the distinguished Senator from Wisconsin give me his opinion on one subject which has been brought to my attention by some of the finest organizations in the United States? They are somewhat concerned lest the provision in the reorganization plan against lobbying might be construed to apply to institutions such as the United States Chamber of Commerce, for instance, which was organized at the request of the President of the United States to assemble information and make it available for ready reference for members of his Cabinet and the various governmental agencies. I should like to have the Senator from Wisconsin express his opinion whether it affects these fine institutions which are a part of our business and industrial system in the United States.

Mr. LA FOLLETTE. So far as any organizations or individuals are concerned, I will say to the Senator from New Jersey, it will depend on the type and character of activity which they undertake.

I ask for a vote on the motion.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Wisconsin to concur in the amendment of the House. Those in favor—

Mr. HAWKES. Just a moment, Mr. President. Would not the Senator from Wisconsin be willing to express an opinion regarding such organizations of years and years standing?

Mr. LA FOLLETTE. I cannot tell the Senator whether they will come under the act. It will depend on the type of activity in which they engage, so far as legislation is concerned.

Mr. HAWKES. Does not the bill contain language to the effect "if they are organized to do a business of lobbying principally"? Is not the word "principally" used in the bill? And does that not mean something to the Senator, who knows, of course, that there is not a business organization or chamber of commerce in the United States whose representatives do not come to see Senators and Representatives and interview them regarding legislation?

Mr. LA FOLLETTE. It will all depend on the type of activity that is carried on. I cannot give the Senator a blanket interpretation.

Mr. CORDON. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. CORDON. The Senator will agree that there is nothing in that provision



that can in any way abrogate the right of petition on the part of the American people, or the presentation to Congress of any fact on any subject, anywhere, and at any time?

Mr. LA FOLLETTE. Of course not, and there is no stigma attached to anyone who engages in this type of activity. The bill simply prescribes certain requirements which have to be fulfilled.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. It certainly is true also, I believe, that the legislation in no respect specifies and particularizes in the case of the United States Chamber of Commerce.

Mr. LA FOLLETTE. Oh, no. It affects all individuals and organizations alike if they engage in a covered activity.

Mr. WHITE. It stands on the same footing with every other institution in the United States?

Mr. LA FOLLETTE. The Senator's statement is correct.

Mr. HAWKES. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. HAWKES. The Senator knows I supported his bill, and I have commended him for the work he has done. I think it is a magnificent accomplishment.

Mr. LA FOLLETTE. I appreciate the Senator's statement.

Mr. HAWKES. I was simply trying to clarify a situation which is worrying many people, though it does not worry me at all, because I think I understand definitely what the provision means. I think the Senator will agree that the bill in its present form does not inhibit in any way, or restrict, a person coming to see his Senator or Representative on a matter incident to his business.

Mr. TUNNELL. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. TUNNELL. As I understand, there is no exemption of the chamber of commerce from the provisions of the measure.

Mr. LA FOLLETTE. Nor any other organization.

Mr. TUNNELL. Nor any other organization.

Mr. LA FOLLETTE. Or individual.

Mr. TUNNELL. They would have the same right as any other organization.

Mr. LA FOLLETTE. That is correct.

Mr. HAWKES. Mr. President, will the Senator yield for a moment further?

Mr. LA FOLLETTE. I yield.

Mr. HAWKES. I have no authority to use the name of any chamber of commerce. I addressed my question on my own independent responsibility. I do not want the Senator from Delaware or anyone else to think that I am speaking in behalf of an individual chamber of commerce. I am referring to organizations throughout the United States which, in my opinion, are doing fine work and are clearly within the law.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Wisconsin that the Senate concur in the House amendment.

The motion was agreed to.

Mr. VANDENBERG. Mr. President, I wish the RECORD to show that I voted

against the motion to concur in the amendment of the House to Senate bill 2177.

(Subsequently, while Mr. GEORGE had the floor, the following statements were made:)

Mr. McKELLAR. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. McKELLAR. A few moments ago the Senate voted, although not by a yeand-nay vote, on the question of the adoption of the House amendment to the bill which provides for the reorganization of the two Houses of Congress. I wish to say that I am not in favor of that bill. I am opposed to it, and I wish to have the RECORD show I was opposed to the reorganization bill as passed by the Senate and to the amendment of the House.

Mr. McFARLAND. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. McFARLAND. I wish the RECORD to show that I, too, am opposed to Senate concurrence in the amendment of the House to the reorganization bill, and I voted against it orally. I am opposed to the amendment for the same reason that has just been stated by the Senator from Tennessee, namely, that I was opposed to the reorganization bill, Senate bill 2177, when it passed the Senate, and I am opposed to the House amendment which the Senate adopted.

Mr. EASTLAND. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. EASTLAND. I wish the RECORD to show that I am opposed to the reorganization bill, and that I voted against it.

Mr. CONNALLY. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. CONNALLY. I wish to say that when the Senate originally considered the so-called reorganization bill, I voted against it and made some remarks against it. I am opposed to the amendment of the House to the bill, and I am opposed to the passage of the bill.

Mr. BILBO. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. BILBO. When the reorganization bill was before the Senate, I made a speech in opposition to its passage, I am still against it. I wish the RECORD to show that the House amendment to the bill was concurred in while I was temporarily out of the Chamber, but if I had been present, I would have voted against it.

Mr. McCLELLAN. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. McCLELLAN. Mr. President, I am one of the Senators who voted against the reorganization bill when it was passed by the Senate. I wish to say that I think it has been improved in some respects by the House amendment, but, even so, the House amendment has not met the objections which I have had to the bill. If I had had an opportunity to vote on the question of the Senate concurring in the House amendment, I would have voted against it.

Mr. LANGER. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. LANGER. At the time when the Senate voted on the question of concurring in the amendment of the House to the reorganization bill, Senate bill 2177, I was unavoidably absent. I wish the RECORD to show that if I had been present, I would have voted against having the Senate concur in the House amendment to the bill.

Mr. GERRY. Mr. President, will the Senator yield to me?

Mr. GEORGE. I yield.

Mr. GERRY. Mr. President, if I had had an opportunity to vote on the question of having the Senate concur in the amendment of the House to the reorganization bill, I would have voted against it.

Mr. GEORGE. Mr. President, I think I had better decline to yield further, or else a majority of the Senate may go on record as being opposed to the reorganization bill. [Laughter.]

#### AMENDMENT TO RAILROAD RETIREMENT ACT, ETC.

The Senate resumed consideration of the bill (H. R. 1362) to amend the railroad retirement acts, the Railroad Unemployment Insurance Act, and subchapter B of chapter 9 of the Internal Revenue Code; and for other purposes.

Mr. DONNELL. Mr. President, as I understand we now have before us the amendment offered by the Senator from North Carolina [Mr. HOEY]. Before discussing the particular phase which I wish to mention, I should like to ask the Senator from North Carolina a question or two.

I observe at page 10,236 of the RECORD of yesterday that the distinguished Senator from North Carolina referred to section 1 of the bill as the section which increases the coverage of the law.

Mr. HOEY. That is correct.

Mr. DONNELL. The Senator stated that if this section were stricken out the coverage of the bill would be exactly as it now is in the law.

Mr. HOEY. That is correct.

Mr. DONNELL. I take it, therefore, that the intention of the distinguished Senator, insofar as it relates to section 1 of the bill, is to preserve the coverage as it now is, rather than to increase the coverage.

Mr. HOEY. That is correct.

Mr. DONNELL. I ask the distinguished Senator also whether or not he shares the fear which the Senator from Kansas [Mr. REED] has expressed, to the effect that the reference in subdivision 2 of section 1 (a) to the term "transportation" as defined in section 1 (3) of the Interstate Commerce Act might in itself increase the coverage of Senate bill 1362 beyond the present coverage.

Mr. HOEY. I think it unquestionably would.

Mr. DONNELL. I take it that the Senator likewise feels that when House bill 1362 provides that the term "employer" shall mean, among other things, "any person, other than a carrier regulated under part I of the Interstate Commerce Act, which, pursuant to arrangements with a carrier or otherwise, performs for hire, with respect to passengers



or property transported, being transported, or to be transported by a carrier, any service included within the term 'transportation' as defined in section 1 (3) of the Interstate Commerce Act, whether or not such service is offered under railroad tariffs," the distinguished Senator from North Carolina inclines to the view that that particular portion of section 1 (a) does increase the coverage beyond that of the existing law. Is that correct?

Mr. HOEY. Absolutely.

Mr. DONNELL. I thank the Senator. I again invite the attention of the Senate, in connection with the statement of the Senator from North Carolina, to the fact that section 1 (3) of the Interstate Commerce Act defines transportation as follows:

The term "transportation" as used in this part shall include locomotives, cars, and other vehicles, vessels, and all instrumentalities and facilities of shipment or carriage, irrespective of ownership or of any contract, express or implied, for the use thereof, and all services in connection with the receipt, delivery, elevation, and transfer in transit, ventilation, refrigeration or icing storage, and handling of property transported.

I submit further that in addition to the apprehensions indulged in so far by the distinguished Senator from North Carolina and the distinguished Senator from Kansas as to the effect of subdivision 2 of section 1 (a) of the bill, there is good ground for equal apprehension under subdivision 4 of the same section, which subdivision provides, in defining other persons who shall be included by the term "carrier," as follows:

Any person engaged in rendering pursuant to any arrangement for one or more carriers, any service which (i) is of such a nature as to be susceptible of indefinitely continuous performance and (ii) constitutes a part of or is necessary or incidental to the operation or maintenance of way, equipment or structures devoted to transportation use.

Mr. President, for illustration I submit the example of the icing of refrigerator cars. Let us test that example by the provisions of subdivision 4. Suppose that a company is engaged in "rendering, pursuant to any arrangement for one or more carriers," a "service which is of such a nature as to be susceptible of indefinitely continuing performance." Is not such a service one which, again to quote subdivision 4, "constitutes a part of or is necessary or incidental to the operation of equipment devoted to transportation use"?

It seems to me, without going into great detail as to the provisions of the definition of "employer," that the apprehension entertained by the distinguished author of the amendment which is now before us is well founded.

In considering how to vote on the amendment offered by the Senator from North Carolina it seems to me that we should at this time consider, among other things, the alternative course of action which I understand we are to be asked to follow if the amendment offered by the Senator from North Carolina and other amendments shall fail. I understand that the proposal is that House bill 1362, as it now stands, be enacted. That is step No. 1. Not only is it to be enacted, but according to the views of the dis-

tinguished majority leader, it is to be enacted exactly as it is now set forth, without amendment.

On page 10213 of yesterday's RECORD the majority leader stated:

But I felt it my duty and feel it my duty to call the attention of the Senate to the fact that if it is amended it will fail of enactment.

Similar observations appear elsewhere in the RECORD. For example, at page 10214 we find the following statement by the majority leader:

The Senator can place his own interpretation on the action of the Senate, and can couch it in whatever language he chooses to use. What I have suggested to the Senate is that in view of the situation which exists—which I agree is an unfortunate situation—to change this bill in any particular would mean that it might not be enacted at this session of Congress.

So, Mr. President, the first step in the program which we are to be called upon to follow if the amendment of the Senator from North Carolina and other amendments shall fail is the enactment of House bill 1362 precisely as it now stands, without the change of a comma, a period, or a semicolon.

As I understand, the second step in the program which we are to be called upon to follow is the adoption of a concurrent resolution. The concurrent resolution is very interesting and lengthy. I shall not take the time of the Senate this afternoon to read it. I note from page 10242 of the RECORD that the majority leader has himself prepared it for submission. He read it last night. As Senators will recall, at page 10242 he stated:

I have it prepared for submission—

I do not know that he meant that he personally had prepared it—and I shall have it printed, so that every Senator may know what it will entail.

Then the concurrent resolution is set forth in extenso on page 10244. It occupies, roughly, a column and a half of the CONGRESSIONAL RECORD, in small type. It involves, among other things, various changes in dates which were mentioned by the Senator from Kentucky last evening. It involves, on page 12, striking out from line 25 through line 3, on page 13, and the insertion of certain language and figures in lieu thereof.

It involves the striking out of lines 11 through 13, on page 13, and it involves a change on page 14. It involves a change on page 15, and a further change on page 15, striking out lines 13 through 15 and inserting in lieu thereof approximately 12 or 15 lines, which are set forth on page 10244 of the RECORD. Then it proposes to change various other dates which are listed in detail in that column on page 10244.

It involves a change in name on page 34, and substitution of a portion of a sentence. On page 35, it strikes out a portion. There is a change on page 38. On page 51, it inserts language which roughly constitutes approximately 20 lines or thereabouts of small type. On pages 57, 58, 59, and 60 are other changes. Finally, on page 60 of the bill, there is to be inserted a paragraph lettered "(v)," which I should say comprises probably 15 lines of small type.

Obviously, Mr. President, this is a very extensive and very important change, and one which is clearly designed to allay the fears of those who share the apprehensions of the Senator from North Carolina and the Senator from Kansas.

This is the alternative we have, under the program which has been suggested: On the one hand, to clarify this question by leaving the coverage as it is, not leaving open to debate the legal effect of the language of section 1, in its reference to the Interstate Commerce Act, which seems clearly to include other items of coverage than are embraced in the present law, and not leaving open to argument the question as to subdivision 4, on pages 2 and 3, which, as I have indicated, seems to me clearly susceptible to the interpretation that it increases the coverage of the new act as compared with the coverage of the old act. In other words, on the one hand, we have the proposed amendment of the Senator from North Carolina; and as the alternative we have, first, the enactment of House bill 1362, in exact language and punctuation, consisting, as it does, of 60 pages, without the change of a letter, dot, or character, plus the adoption of a very decidedly unusual method of procedure, of adopting a concurrent resolution after the enactment of this bill, in order to clarify certain contents of the bill, which by then would have been passed.

Mr. President, as to the procedure which has been suggested by the majority leader, I mentioned last night, and again today, the decision to be found in One Hundred and Fiftieth Federal Reporter, Second Series, at page 857. That is a decision by the Circuit Court of Appeals of the Fifth Circuit. In referring to Resolution 50, adopted by the Senate last year, the court said:

The resolution is not an act of Congress approved by the President or passed over his veto. It does not make law, or change the law made by a previous Congress and President.

Mr. President, the unusual plan of procedure suggested by the distinguished majority leader is distinctly different from the precedent which was cited earlier today by the junior Senator from Michigan [Mr. FERGUSON]. It will be recalled that he pointed out that on August 5, 1909, there was received by the Senate from the House of Representatives a concurrent resolution authorizing the Committees on Enrolled Bills of the two Houses to amend the tariff bill which had been passed by both Houses and had been enrolled. It will be recalled that in the course of the debate on that concurrent resolution, Mr. John J. Fitzgerald, of New York, indicated the unusual nature of the type of procedure which was there proposed, and which I may say was adopted by the House by unanimous consent. I now read a part of Mr. Fitzgerald's statement at that time:

Mr. Speaker, an examination of the precedents discloses that there has not been a similar incident in the history of the country in which bills were amended in the identical way proposed here. Clerical errors and corrections have been made after bills have reached the enrolling clerks, but no substantial change or radical correction has been authorized except where the dis-









[PUBLIC LAW 601—79TH CONGRESS]

[CHAPTER 753—2D SESSION]

[S. 2177]

AN ACT

To provide for increased efficiency in the legislative branch of the Government.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SHORT TITLE

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

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- Committee on Expenditures in the Executive Departments.
- Committee on Foreign Affairs.
- Committee on House Administration.
- Committee on Interstate and Foreign Commerce.
- Committee on the Judiciary.
- Committee on Merchant Marine and Fisheries.
- Committee on Public Lands.



- Committee on Public Works.
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- Sec. 601. Compensation of Members of Congress.
- Sec. 602. Retirement pay of Members of Congress.

### SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

## TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

### RULE-MAKING POWER OF THE SENATE AND HOUSE

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and



(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

## PART 1—STANDING RULES OF THE SENATE

### STANDING COMMITTEES OF THE SENATE

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

#### “RULE XXV

##### “STANDING COMMITTEES

“(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

“(a) Committee on Agriculture and Forestry, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Agriculture generally.
- “2. Inspection of livestock and meat products.
- “3. Animal industry and diseases of animals.
- “4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- “5. Agricultural colleges and experiment stations.
- “6. Forestry in general, and forest reserves other than those created from the public domain.
- “7. Agricultural economics and research.
- “8. Agricultural and industrial chemistry.
- “9. Dairy industry.
- “10. Entomology and plant quarantine.
- “11. Human nutrition and home economics.
- “12. Plant industry, soils, and agricultural engineering.
- “13. Agricultural educational extension services.
- “14. Extension of farm credit and farm security.
- “15. Rural electrification.
- “16. Agricultural production and marketing and stabilization of prices of agricultural products.
- “17. Crop insurance and soil conservation.

“(b) Committee on Appropriations, to consist of twenty-one Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Appropriation of the revenue for the support of the Government.

“(c) Committee on Armed Services, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Common defense generally.
- “2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) Committee on the District of Columbia, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.



"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) Committee on Expenditures in the Executive Departments, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) Committee on Finance, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) Committee on Foreign Relations, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

- "6. International conferences and congresses.
- "7. The American National Red Cross.
- "8. Intervention abroad and declarations of war.
- "9. Measures relating to the diplomatic service.
- "10. Acquisition of land and buildings for embassies and legations in foreign countries.
- "11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.
- "12. United Nations Organization and international financial and monetary organizations.
- "13. Foreign loans.

"(j) Committee on Interstate and Foreign Commerce, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Interstate and foreign commerce generally.
- "2. Regulation of interstate railroads, busses, trucks, and pipe lines.
- "3. Communication by telephone, telegraph, radio, and television.
- "4. Civil aeronautics.
- "5. Merchant marine generally.
- "6. Registering and licensing of vessels and small boats.
- "7. Navigation and the laws relating thereto, including pilotage.
- "8. Rules and international arrangements to prevent collisions at sea.
- "9. Merchant marine officers and seamen.
- "10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.
- "11. Coast and Geodetic Survey.
- "12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.
- "13. The United States Coast Guard and Merchant Marine Academies.

- "14. Weather Bureau.
- "15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.
- "16. Inland waterways.
- "17. Fisheries and wildlife, including research, restoration, refuges, and conservation.
- "18. Bureau of Standards including standarization of weights and measures and the metric system.

"(k) Committee on the Judiciary, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Judicial proceedings, civil and criminal, generally.
- "2. Constitutional amendments.
- "3. Federal courts and judges.
- "4. Local courts in the Territories and possessions.
- "5. Revision and codification of the statutes of the United States.
- "6. National penitentiaries.
- "7. Protection of trade and commerce against unlawful restraints and monopolies.



- "8. Holidays and celebrations.
- "9. Bankruptcy, mutiny, espionage, and counterfeiting.
- "10. State and Territorial boundary lines.
- "11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.
- "12. Civil liberties.
- "13. Patents, copyrights, and trade-marks.
- "14. Patent Office.
- "15. Immigration and naturalization.
- "16. Apportionment of Representatives.
- "17. Measures relating to claims against the United States.
- "18. Interstate compacts generally.

"(1) Committee on Labor and Public Welfare, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Measures relating to education, labor, or public welfare generally.
- "2. Mediation and arbitration of labor disputes.
- "3. Wages and hours of labor.
- "4. Convict labor and the entry of goods made by convicts into interstate commerce.
- "5. Regulation or prevention of importation of foreign laborers under contract.
- "6. Child labor.
- "7. Labor statistics.
- "8. Labor standards.
- "9. School-lunch program.
- "10. Vocational rehabilitation.
- "11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.
- "12. United States Employees' Compensation Commission.
- "13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeth's Hospital.
- "14. Public health and quarantine.
- "15. Welfare of miners.
- "16. Vocational rehabilitation and education of veterans.
- "17. Veterans' hospitals, medical care and treatment of veterans.
- "18. Soldiers' and sailors' civil relief.
- "19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Public lands generally, including entry, easements, and grazing thereon.
- "2. Mineral resources of the public lands.
- "3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.
- "4. Forest reserves and national parks created from the public domain.
- "5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(n) The Committee on Public Works, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) Committee on Rules and Administration, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.



“(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

“(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

“(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

“(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

“(F) Matters relating to printing and correction of the Congressional Record.

“(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

“(3) Each standing committee shall continue and have the power to act until their successors are appointed.

“(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

“(4) Each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more.”

#### APPROPRIATIONS

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### “RULE XVI

##### “AMENDMENTS TO APPROPRIATION BILLS

“1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase

an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or Act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:



Name of Committee	Purpose of Appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service-----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia--	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations-----	For the Diplomatic and Consular Service.

“(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

“7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order.”

## PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

### STANDING COMMITTEES OF THE HOUSE OF REPRESENTATIVES

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

## “RULE X

### “STANDING COMMITTEES

“(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

“1. Committee on Agriculture, to consist of twenty-seven Members.

“2. Committee on Appropriations, to consist of forty-three Members.

“3. Committee on Armed Services, to consist of thirty-three Members.

“4. Committee on Banking and Currency, to consist of twenty-seven Members.

“5. Committee on Post Office and Civil Service, to consist of twenty-five Members.

“6. Committee on the District of Columbia, to consist of twenty-five Members.

“7. Committee on Education and Labor, to consist of twenty-five Members.

“8. Committee on Expenditures in the Executive Departments, to consist of twenty-five Members.

“9. Committee on Foreign Affairs, to consist of twenty-five Members.

“10. Committee on House Administration, to consist of twenty-five Members.

“11. Committee on Interstate and Foreign Commerce, to consist of twenty-seven Members.

"12. Committee on the Judiciary, to consist of twenty-seven Members.

"13. Committee on Merchant Marine and Fisheries, to consist of twenty-five Members.

"14. Committee on Public Lands, to consist of twenty-five Members.

"15. Committee on Public Works, to consist of twenty-seven Members.

"16. Committee on Rules, to consist of twelve Members.

"17. Committee on Un-American Activities, to consist of nine Members.

"18. Committee on Veterans' Affairs, to consist of twenty-seven Members.

"19. Committee on Ways and Means, to consist of twenty-five Members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

## "RULE XI

### "POWERS AND DUTIES OF COMMITTEES

"(1) All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively: *Provided*, That unless otherwise provided herein, any matter within the jurisdiction of a standing committee prior to January 2, 1947, shall remain subject to the jurisdiction of that committee or of the consolidated committee succeeding generally to the jurisdiction of that committee.

#### "(a) Committee on Agriculture.

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.



"5. Agricultural colleges and experiment stations.

"6. Forestry in general, and forest reserves other than those created from the public domain.

"7. Agricultural economics and research.

"8. Agricultural and industrial chemistry.

"9. Dairy industry.

"10. Entomology and plant quarantine.

"11. Human nutrition and home economics.

"12. Plant industry, soils, and agricultural engineering.

"13. Agricultural educational extension services.

"14. Extension of farm credit and farm security.

"15. Rural electrification.

"16. Agricultural production and marketing and stabilization of prices of agricultural products.

"17. Crop insurance and soil conservation.

"(b) **Committee on Appropriations.**

"1. Appropriation of the revenue for the support of the Government.

"(c) **Committee on Armed Services.**

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Conservation, development, and use of naval petroleum and oil shale reserves.

"11. Strategic and critical materials necessary for the common defense.

"12. Scientific research and development in support of the armed services.

"(d) **Committee on Banking and Currency.**

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) **Committee on Post Office and Civil Service.**

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) **Committee on the District of Columbia.**

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) **Committee on Education and Labor.**

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.

"13. Welfare of miners.

"(h) (1) **Committee on Expenditures in the Executive Departments.**

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between



the United States and international organizations of which the United States is a member.

**“(i) Committee on Foreign Affairs.**

- “1. Relations of the United States with foreign nations generally.
- “2. Establishment of boundary lines between the United States and foreign nations.
- “3. Protection of American citizens abroad and expatriation.
- “4. Neutrality.
- “5. International conferences and congresses.
- “6. The American National Red Cross.
- “7. Intervention abroad and declarations of war.
- “8. Measures relating to the diplomatic service.
- “9. Acquisition of land and buildings for embassies and legations in foreign countries.
- “10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.
- “11. United Nations Organization and international financial and monetary organizations.

**“(j) (1) Committee on House Administration.**

- “(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.
- “(B) Expenditure of the contingent fund of the House.
- “(C) The auditing and settling of all accounts which may be charged to the contingent fund.
- “(D) Measures relating to accounts of the House generally.
- “(E) Appropriations from the contingent fund.
- “(F) Measures relating to services to the House, including the House Restaurant and administration of the House Office Buildings and of the House wing of the Capitol.
- “(G) Measures relating to the travel of Members of the House.
- “(H) Measures relating to the assignment of office space for Members and committees.
- “(I) Measures relating to the disposition of useless executive papers.

“(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

“(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

“(L) Matters relating to printing and correction of the Congressional Record.

“(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

**“(2) Such committee shall also have the duty of—**

“(A) examining all bills, amendments, and joint resolution after passage by the House; and in cooperation with the Senate Committee on Rules and Administration, of examining all bills

and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

"(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

"(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

**"(k) Committee on Interstate and Foreign Commerce.**

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

"3. Regulation of interstate and foreign communications.

"4. Civil aeronautics.

"5. Weather bureau.

"6. Interstate oil compacts; and petroleum and natural gas, except on the public lands.

"7. Securities and exchanges.

"8. Regulation of interstate transmission of power, except the installation of connections between Government water power projects.

"9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"10. Public health and quarantine.

"11. Inland waterways.

"12. Bureau of Standards, standardization of weights and measures, and the metric system.

**"(l) Committee on the Judiciary.**

"1. Judicial proceedings, civil and criminal, generally.

"2. Constitutional amendments.

"3. Federal courts and judges.

"4. Local courts in the Territories and possessions.

"5. Revision and codification of the statutes of the United States.

"6. National penitentiaries.

"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"19. Presidential succession.



**"(m) Committee on Merchant Marine and Fisheries.**

- "1. Merchant marine generally.
- "2. Registering and licensing of vessels and small boats.
- "3. Navigation and the laws relating thereto, including pilotage.
- "4. Rules and international arrangements to prevent collisions at sea.
- "5. Merchant marine officers and seamen.
- "6. Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.
- "7. The Coast Guard, including lifesaving service, lighthouses, light-ships, and ocean derelicts.
- "8. United States Coast Guard and Merchant Marine Academies.
- "9. Coast and Geodetic Survey.
- "10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and interoceanic canals generally.
- "11. Fisheries and wildlife, including research, restoration, refuges, and conservation.

**"(n) Committee on Public Lands.**

- "1. Public lands generally, including entry, easements, and grazing thereon.
- "2. Mineral resources of the public lands.
- "3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.
- "4. Forest reserves and national parks created from the public domain.
- "5. Military parks and battlefields, and national cemeteries.
- "6. Preservation of prehistoric ruins and objects of interest on the public domain.
- "7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.
- "8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.
- "9. Interstate compacts relating to apportionment of waters for irrigation purposes.
- "10. Mining interests generally.
- "11. Mineral land laws and claims and entries thereunder.
- "12. Geological survey.
- "13. Mining schools and experimental stations.
- "14. Petroleum conservation on the public lands and conservation of the radium supply in the United States.
- "15. Relations of the United States with the Indians and the Indian tribes.
- "16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

**“(o) Committee on Public Works.**

- “1. Flood control and improvement of rivers and harbors.
- “2. Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).
- “3. Water power.
- “4. Oil and other pollution of navigable waters.
- “5. Public buildings and occupied or improved grounds of the United States generally.
- “6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.
- “7. Measures relating to the Capitol Building and the Senate and House Office Buildings.
- “8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.
- “9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.
- “10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

**“(p) Committee on Rules.**

- “1. The rules, joint rules, and order of business of the House.
- “2. Recesses and final adjournments of Congress.

**“(q) (1) Committee on Un-American Activities.**

**“(A) Un-American activities.**

“(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

“The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

“For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.



**"(r) Committee on Veterans' Affairs.**

- "1. Veterans' measures generally.
- "2. Pensions of all the wars of the United States, general and special.
- "3. Life insurance issued by the Government on account of service in the armed forces.

"4. Compensation, vocational rehabilitation, and education of veterans.

"5. Veterans' hospitals, medical care, and treatment of veterans.

"6. Soldiers' and sailors' civil relief.

"7. Readjustment of servicemen to civil life.

**"(s) Committee on Ways and Means.**

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. National social security.

"(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans Affairs—on general pension bills.

"(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last three days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

"(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report

within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

“(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than six months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed nine months.

“(e) A standing committee of the House (other than the Committee on Appropriations) shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the committee; (C) if the chairman of the committee, after three days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

“(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees.”

#### DELEGATES AND RESIDENT COMMISSIONER

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

#### “RULE XII

##### “DELEGATES AND RESIDENT COMMISSIONER

“1. The Delegates from Hawaii and Alaska, and the Resident Commissioner to the United States from Puerto Rico, shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House; and may make any motion except to reconsider.”



## REFERENCE OF PRIVATE CLAIMS BILLS

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

## PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

## PRIVATE BILLS BANNED

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.

## CONGRESSIONAL ADJOURNMENT

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

## COMMITTEE PROCEDURE

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

#### COMMITTEE POWERS

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every six months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every three months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

#### CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

#### LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction



of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

#### DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

#### LEGISLATIVE BUDGET

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ \_\_\_\_\_."

#### HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the

printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision reappropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

#### RECORDS OF CONGRESS

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

#### PRESERVATION OF COMMITTEE HEARINGS

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

#### EFFECTIVE DATE

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this Act.

### TITLE II—MISCELLANEOUS

#### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

##### INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses)



shall be increased by 50 per centum; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

#### COMMITTEE STAFFS

SEC. 202. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution Numbered 50, adopted January 9, 1945.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$8,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of one year after he shall have ceased to be such a member.

(h) Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this Act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this Act, the Committee on Rules and Administration of the Senate with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

#### LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be



known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for a bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

#### STUDIES BY COMPTROLLER GENERAL

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation Acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

#### EXPENDITURE ANALYSES BY COMPTROLLER GENERAL

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### CORRECTION OF MILITARY AND NAVAL RECORDS

SEC. 207. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

### PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

#### IMPROVEMENT OF CONGRESSIONAL RECORD

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the Daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.



## JOINT COMMITTEE ON PRINTING

SEC. 222. Section 1 of the Act entitled "An Act Providing for the public printing and binding and the distribution of public documents", approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

## JOINT COMMITTEE ON THE LIBRARY

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

## TRANSFER OF FUNCTIONS

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this Act, hereby transferred to that standing committee created by this Act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of the Committee on Civil Service of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this Act shall be members of the National Archives Council.

## JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1".

## ECONOMIC REPORT OF THE PRESIDENT

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the president) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session".

## PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

## REMODELING OF CAUCUS ROOMS AND RESTAURANTS

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating

facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.

#### ASSIGNMENT OF CAPITOL SPACE

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

#### SENATE AND HOUSE PAGES

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of Congressional pages and pages of the Supreme Court in the public school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

#### AUTHORIZATION OF APPROPRIATIONS AND PERSONNEL

SEC. 244. All necessary funds required to carry out the provisions of this Act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this Act under their respective jurisdictions.

#### EFFECTIVE DATE

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.



## TITLE III—REGULATION OF LOBBYING ACT

### SHORT TITLE

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act".

### DEFINITIONS

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

### DETAILED ACCOUNTS OF CONTRIBUTIONS

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

### RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof rendered to the person or organization for which such contribution was received a detailed account thereof,

including the name and address of the person making such contribution and the date on which received.

#### STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### STATEMENT PRESERVED FOR TWO YEARS

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, District of Columbia, but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of two years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### PERSONS TO WHOM APPLICABLE

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other



persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

#### REGISTRATION WITH SECRETARY OF THE SENATE AND CLERK OF THE HOUSE

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the Congressional Record.

#### REPORTS AND STATEMENTS TO BE MADE UNDER OATH

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

## PENALTIES

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than twelve months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of three years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment.

## EXEMPTION

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

## TITLE IV—FEDERAL TORT CLAIMS ACT

## PART 1—SHORT TITLE AND DEFINITIONS

## SHORT TITLE

SEC. 401. This title may be cited as the "Federal Tort Claims Act".

## DEFINITIONS

SEC. 402. As used in this title, the term—

(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.

(c) "Acting within the scope of his office or employment", in the case of a member of the military or naval forces of the United States, means acting in line of duty.

## PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

## CLAIMS OF \$1,000 OR LESS

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider,



ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

#### REPORT

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

#### JURISDICTION

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein the act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945; on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States

shall not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorneys' fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon fifteen days' notice given in writing, withdraw the claim from consideration of the Federal agency and commence suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

#### PROCEDURE

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the Act of March 3, 1887 (24 Stat. 505).

#### REVIEW

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within three months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the Act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall



apply to cases under this part in the circuit courts of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

#### COMPROMISE

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the court in which such suit is pending.

#### PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

##### ONE-YEAR STATUTE OF LIMITATIONS

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, it is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of six months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

##### EXCEPTIONS

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or merchandise by any officer of customs or excise or any other law-enforcement officer.

(d) Any claim for which a remedy is provided by the Act of March 9, 1920 (U. S. C., title 46, secs. 741–752, inclusive), or the Act of March 3, 1925 (U. S. C., title 46, secs. 781–790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading with the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operations of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the combatant activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

#### ATTORNEYS' FEES

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable attorney's fees, which, if the recovery is \$500 or more, shall not exceed 10 per centum of the amount recovered under part 2, or 20 per centum of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than one year, or both.

#### EXCLUSIVENESS OF REMEDY

SEC. 423. From and after the date of enactment of this Act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

#### CERTAIN STATUTES INAPPLICABLE

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law Numbered 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).



Public Law Numbered 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law Numbered 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 31, sec. 224b).

Public Law Numbered 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31, secs. 223b, 223c, and 223d).

Public Law Numbered 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U. S. C., title 34, sec. 600).

Section 4 of Public Law Numbered 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law Numbered 456, Seventy-third Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting within the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

## TITLE V—GENERAL BRIDGE ACT

### SHORT TITLE

SEC. 501. This title may be cited as the "General Bridge Act of 1946".

### CONSENT OF CONGRESS

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

## TOLLS

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, street cars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

## ACQUISITION BY PUBLIC AGENCIES

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined by the Secretary of War, either of the States in which the bridge is located, or any public agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of five years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 per centum of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

## STATEMENTS OF COST

SEC. 505. Within ninety days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within three years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title subject only to review in a court of equity for fraud or gross mistake.



## SINKING FUND

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed twenty years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.

## APPLICABILITY OF TITLE

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the Act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401), and the provisions of the Act entitled "An Act to regulate the construction of bridges over navigable waters", approved March 23, 1906, shall not apply to such bridges.

## INTERNATIONAL BRIDGES

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

## EMINENT DOMAIN

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

## PENALTIES

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than one year, or by both such fine and imprisonment.

## RIGHTS RESERVED

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

### COMPENSATION OF MEMBERS OF CONGRESS

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which no tax liability shall incur, or accounting be made; such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.



## RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government".

(b) Such Act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this Act—

"(1) This Act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this Act. Such notice may be given by a Member of Congress within six months after the date of enactment of the Legislative Reorganization Act of 1946 or within six months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this Act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 per centum of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 per centum per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 per centum of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least six years of service as a Member of Congress and have attained the age of sixty-two years, except that any such Member who shall have had at least five years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this Act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last five years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last five years of service, the amounts specified in paragraph (2) of this section with respect to so much of such five years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such five years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed

an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of six years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 per centum compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 per centum compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

"(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

"(8) Nothing contained in this Act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least six years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

"(9) No provision of this or any other Act relating to automatic separation from the service shall be applicable to any Member of Congress.

"(10) As used in this section, the term 'Member of Congress' means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term 'service as a Member of Congress' shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member."

Approved August 2, 1946.











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LEGISLATIVE REORGANIZATION ACT OF 1946  
(Public Law 601, 79th Congress, appended)

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COMMITTEE ON EDUCATION AND LABOR  
HOUSE OF REPRESENTATIVES  
EIGHTIETH CONGRESS  
FIRST SESSION



Printed for the use of the Committee on Education and Labor

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### EIGHTIETH CONGRESS

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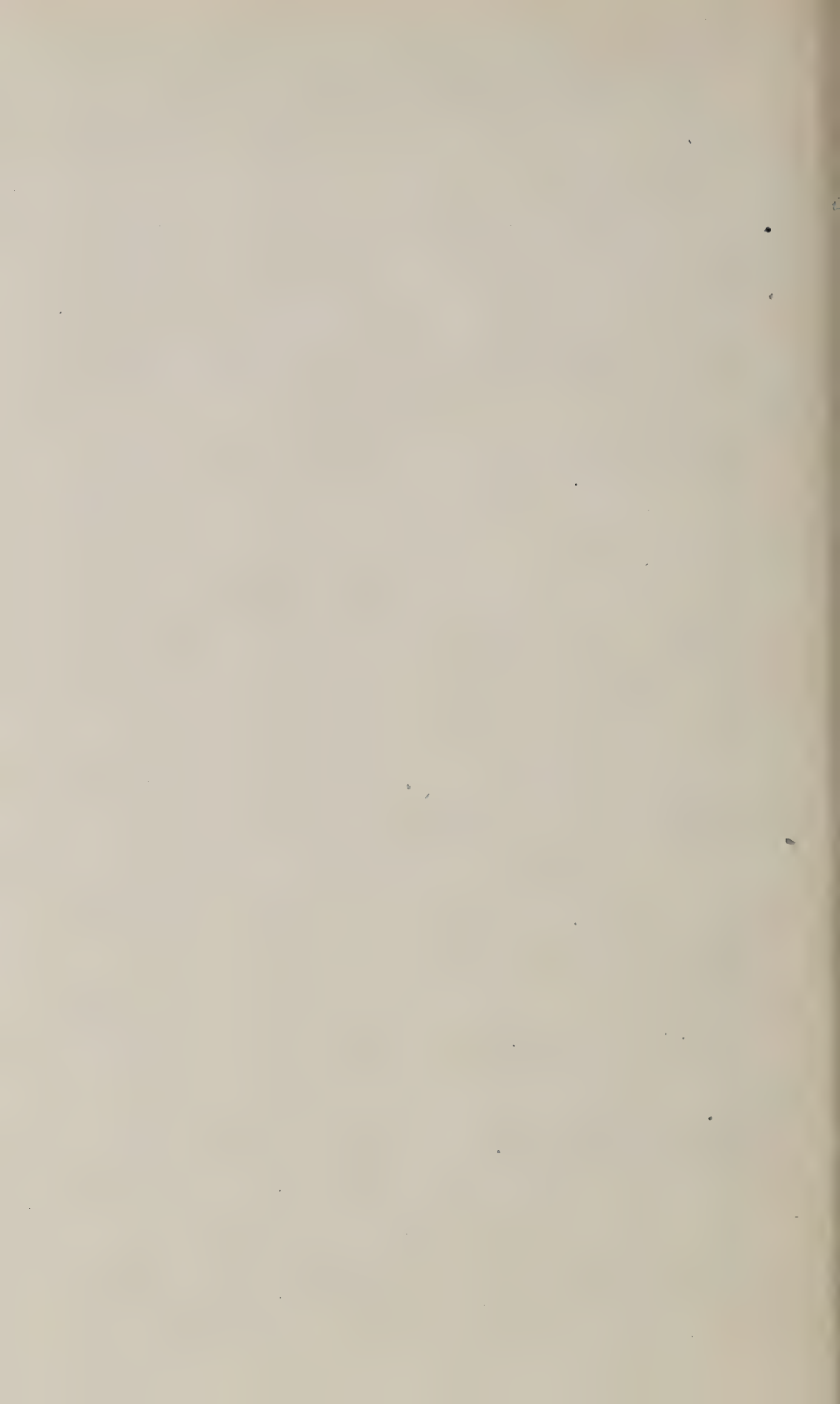
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[PUBLIC LAW 601—79TH CONGRESS]

[CHAPTER 753—2D SESSION]

[S. 2177]

AN ACT

To provide for increased efficiency in the legislative branch of the Government.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SHORT TITLE

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the "Legislative Reorganization Act of 1946":

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- Committee on Expenditures in the Executive Departments.
- Committee on Foreign Affairs.
- Committee on House Administration.
- Committee on Interstate and Foreign Commerce.
- Committee on the Judiciary.
- Committee on Merchant Marine and Fisheries.
- Committee on Public Lands.



Committee on Public Works.  
Committee on Rules.  
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- Sec. 601. Compensation of Members of Congress.
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### SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

## TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

### RULE-MAKING POWER OF THE SENATE AND HOUSE

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and



(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

## PART 1—STANDING RULES OF THE SENATE

### STANDING COMMITTEES OF THE SENATE

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

#### “RULE XXV

##### “STANDING COMMITTEES

“(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

“(a) Committee on Agriculture and Forestry, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Agriculture generally.
- “2. Inspection of livestock and meat products.
- “3. Animal industry and diseases of animals.
- “4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- “5. Agricultural colleges and experiment stations.
- “6. Forestry in general, and forest reserves other than those created from the public domain.
- “7. Agricultural economics and research.
- “8. Agricultural and industrial chemistry.
- “9. Dairy industry.
- “10. Entomology and plant quarantine.
- “11. Human nutrition and home economics.
- “12. Plant industry, soils, and agricultural engineering.
- “13. Agricultural educational extension services.
- “14. Extension of farm credit and farm security.
- “15. Rural electrification.
- “16. Agricultural production and marketing and stabilization of prices of agricultural products.
- “17. Crop insurance and soil conservation.

“(b) Committee on Appropriations, to consist of twenty-one Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Appropriation of the revenue for the support of the Government.

“(c) Committee on Armed Services, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Common defense generally.
- “2. The War Department and the Military Establishment generally.

- "3. The Navy Department and the Naval Establishment generally.
- "4. Soldiers' and sailors' homes.
- "5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.
- "6. Selective service.
- "7. Size and composition of the Army and Navy.
- "8. Forts, arsenals, military reservations, and navy yards.
- "9. Ammunition depots.
- "10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.
- "11. Conservation, development, and use of naval petroleum and oil shale reserves.
- "12. Strategic and critical materials necessary for the common defense.

"(d) Committee on Banking and Currency, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Banking and currency generally.
- "2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.
- "3. Deposit insurance.
- "4. Public and private housing.
- "5. Federal Reserve System.
- "6. Gold and silver, including the coinage thereof.
- "7. Issuance of notes and redemption thereof.
- "8. Valuation and revaluation of the dollar.
- "9. Control of prices of commodities, rents, or services.

"(e) Committee on Civil Service, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. The Federal civil service generally.
- "2. The status of officers and employees of the United States, including their compensation, classification, and retirement.
- "3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.
- "4. Postal-savings banks.
- "5. Census and the collection of statistics generally.
- "6. The National Archives.

"(f) Committee on the District of Columbia, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—
- "2. Public health and safety, sanitation, and quarantine regulations.
- "3. Regulation of sale of intoxicating liquors.
- "4. Adulteration of food and drugs.
- "5. Taxes and tax sales.
- "6. Insurance, executors, administrators, wills, and divorce.



"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) Committee on Expenditures in the Executive Departments, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) Committee on Finance, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) Committee on Foreign Relations, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

- "6. International conferences and congresses.
- "7. The American National Red Cross.
- "8. Intervention abroad and declarations of war.
- "9. Measures relating to the diplomatic service.
- "10. Acquisition of land and buildings for embassies and legations in foreign countries.
- "11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.
- "12. United Nations Organization and international financial and monetary organizations.
- "13. Foreign loans.

"(j) Committee on Interstate and Foreign Commerce, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Interstate and foreign commerce generally.
- "2. Regulation of interstate railroads, busses, trucks, and pipe lines.
- "3. Communication by telephone, telegraph, radio, and television.
- "4. Civil aeronautics.
- "5. Merchant marine generally.
- "6. Registering and licensing of vessels and small boats.
- "7. Navigation and the laws relating thereto, including pilotage.
- "8. Rules and international arrangements to prevent collisions at sea.
- "9. Merchant marine officers and seamen.
- "10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.
- "11. Coast and Geodetic Survey.
- "12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.
- "13. The United States Coast Guard and Merchant Marine Academies.
- "14. Weather Bureau.
- "15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.
- "16. Inland waterways.
- "17. Fisheries and wildlife, including research, restoration, refuges, and conservation.
- "18. Bureau of Standards including standarization of weights and measures and the metric system.

"(k) Committee on the Judiciary, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Judicial proceedings, civil and criminal, generally.
- "2. Constitutional amendments.
- "3. Federal courts and judges.
- "4. Local courts in the Territories and possessions.
- "5. Revision and codification of the statutes of the United States.
- "6. National penitentiaries.
- "7. Protection of trade and commerce against unlawful restraints and monopolies.



- "8. Holidays and celebrations.
- "9. Bankruptcy, mutiny, espionage, and counterfeiting.
- "10. State and Territorial boundary lines.
- "11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.
- "12. Civil liberties.
- "13. Patents, copyrights, and trade-marks.
- "14. Patent Office.
- "15. Immigration and naturalization.
- "16. Apportionment of Representatives.
- "17. Measures relating to claims against the United States.
- "18. Interstate compacts generally.

"(1) Committee on Labor and Public Welfare, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Measures relating to education, labor, or public welfare generally.
- "2. Mediation and arbitration of labor disputes.
- "3. Wages and hours of labor.
- "4. Convict labor and the entry of goods made by convicts into interstate commerce.
- "5. Regulation or prevention of importation of foreign laborers under contract.
- "6. Child labor.
- "7. Labor statistics.
- "8. Labor standards.
- "9. School-lunch program.
- "10. Vocational rehabilitation.
- "11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.
- "12. United States Employees' Compensation Commission.
- "13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeth's Hospital.
- "14. Public health and quarantine.
- "15. Welfare of miners.
- "16. Vocational rehabilitation and education of veterans.
- "17. Veterans' hospitals, medical care and treatment of veterans.
- "18. Soldiers' and sailors' civil relief.
- "19. Readjustment of servicemen to civil life.

"(m) Committee on Public Lands, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Public lands generally, including entry, easements, and grazing thereon.
- "2. Mineral resources of the public lands.
- "3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.
- "4. Forest reserves and national parks created from the public domain.
- "5. Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(n) The Committee on Public Works, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) Committee on Rules and Administration, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.



“(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

“(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

“(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

“(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

“(F) Matters relating to printing and correction of the Congressional Record.

“(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

“(3) Each standing committee shall continue and have the power to act until their successors are appointed.

“(3) Each standing committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

“(4) Each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more.”

#### APPROPRIATIONS

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### “RULE XVI

##### “AMENDMENTS TO APPROPRIATION BILLS

“1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase

an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or Act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:



Name of Committee	Purpose of Appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service-----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia--	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations-----	For the Diplomatic and Consular Service.

“(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

“7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order.”

## PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

### STANDING COMMITTEES OF THE HOUSE OF REPRESENTATIVES

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

## “RULE X

### “STANDING COMMITTEES

“(a) There shall be elected by the House, at the commencement of each Congress, the following standing committees:

“1. Committee on Agriculture, to consist of twenty-seven Members.

“2. Committee on Appropriations, to consist of forty-three Members.

“3. Committee on Armed Services, to consist of thirty-three Members.

“4. Committee on Banking and Currency, to consist of twenty-seven Members.

“5. Committee on Post Office and Civil Service, to consist of twenty-five Members.

“6. Committee on the District of Columbia, to consist of twenty-five Members.

“7. Committee on Education and Labor, to consist of twenty-five Members.

“8. Committee on Expenditures in the Executive Departments, to consist of twenty-five Members.

“9. Committee on Foreign Affairs, to consist of twenty-five Members.

“10. Committee on House Administration, to consist of twenty-five Members.

“11. Committee on Interstate and Foreign Commerce, to consist of twenty-seven Members.

"12. Committee on the Judiciary, to consist of twenty-seven Members.

"13. Committee on Merchant Marine and Fisheries, to consist of twenty-five Members.

"14. Committee on Public Lands, to consist of twenty-five Members.

"15. Committee on Public Works, to consist of twenty-seven Members.

"16. Committee on Rules, to consist of twelve Members.

"17. Committee on Un-American Activities, to consist of nine Members.

"18. Committee on Veterans' Affairs, to consist of twenty-seven Members.

"19. Committee on Ways and Means, to consist of twenty-five Members.

"(b) (1) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"(2) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"(3) All vacancies in standing committees in the House shall be filled by election by the House. Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more."

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

## "RULE XI

### "POWERS AND DUTIES OF COMMITTEES

"(1) All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively: *Provided*, That unless otherwise provided herein, any matter within the jurisdiction of a standing committee prior to January 2, 1947, shall remain subject to the jurisdiction of that committee or of the consolidated committee succeeding generally to the jurisdiction of that committee.

#### "(a) Committee on Agriculture.

"1. Agriculture generally.

"2. Inspection of livestock and meat products.

"3. Animal industry and diseases of animals.

"4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.



- "5. Agricultural colleges and experiment stations.
- "6. Forestry in general, and forest reserves other than those created from the public domain.
- "7. Agricultural economics and research.
- "8. Agricultural and industrial chemistry.
- "9. Dairy industry.
- "10. Entomology and plant quarantine.
- "11. Human nutrition and home economics.
- "12. Plant industry, soils, and agricultural engineering.
- "13. Agricultural educational extension services.
- "14. Extension of farm credit and farm security.
- "15. Rural electrification.
- "16. Agricultural production and marketing and stabilization of prices of agricultural products.
- "17. Crop insurance and soil conservation.
- "(b) **Committee on Appropriations.**
- "1. Appropriation of the revenue for the support of the Government.
- "(c) **Committee on Armed Services.**
- "1. Common defense generally.
- "2. The War Department and the Military Establishment generally.
- "3. The Navy Department and the Naval Establishment generally.
- "4. Soldiers' and sailors' homes.
- "5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.
- "6. Selective service.
- "7. Size and composition of the Army and Navy.
- "8. Forts, arsenals, military reservations, and navy yards.
- "9. Ammunition depots.
- "10. Conservation, development, and use of naval petroleum and oil shale reserves.
- "11. Strategic and critical materials necessary for the common defense.
- "12. Scientific research and development in support of the armed services.
- "(d) **Committee on Banking and Currency.**
- "1. Banking and currency generally.
- "2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.
- "3. Deposit insurance.
- "4. Public and private housing.
- "5. Federal Reserve System.
- "6. Gold and silver, including the coinage thereof.
- "7. Issuance of notes and redemption thereof.
- "8. Valuation and revaluation of the dollar.
- "9. Control of prices of commodities, rents, or services.
- "(e) **Committee on Post Office and Civil Service.**
- "1. The Federal civil service generally.
- "2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) **Committee on the District of Columbia.**

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) **Committee on Education and Labor.**

"1. Measures relating to education or labor generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. United States Employees' Compensation Commission.

"12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.

"13. Welfare of miners.

"(h) (1) **Committee on Expenditures in the Executive Departments.**

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between



the United States and international organizations of which the United States is a member.

**"(i) Committee on Foreign Affairs.**

"1. Relations of the United States with foreign nations generally.

"2. Establishment of boundary lines between the United States and foreign nations.

"3. Protection of American citizens abroad and expatriation.

"4. Neutrality.

"5. International conferences and congresses.

"6. The American National Red Cross.

"7. Intervention abroad and declarations of war.

"8. Measures relating to the diplomatic service.

"9. Acquisition of land and buildings for embassies and legations in foreign countries.

"10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"11. United Nations Organization and international financial and monetary organizations.

"12. Foreign loans.

**"(j) (1) Committee on House Administration.**

"(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.

"(B) Expenditure of the contingent fund of the House.

"(C) The auditing and settling of all accounts which may be charged to the contingent fund.

"(D) Measures relating to accounts of the House generally.

"(E) Appropriations from the contingent fund.

"(F) Measures relating to services to the House, including the House Restaurant and administration of the House Office Buildings and of the House wing of the Capitol.

"(G) Measures relating to the travel of Members of the House.

"(H) Measures relating to the assignment of office space for Members and committees.

"(I) Measures relating to the disposition of useless executive papers.

"(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(L) Matters relating to printing and correction of the Congressional Record.

"(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

**"(2) Such committee shall also have the duty of—**

**"(A) examining all bills, amendments, and joint resolution after passage by the House; and in cooperation with the Senate Committee on Rules and Administration, of examining all bills**

and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

“(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;

“(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.

**“(k) Committee on Interstate and Foreign Commerce.**

“1. Interstate and foreign commerce generally.

“2. Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

“3. Regulation of interstate and foreign communications.

“4. Civil aeronautics.

“5. Weather bureau.

“6. Interstate oil compacts; and petroleum and natural gas, except on the public lands.

“7. Securities and exchanges.

“8. Regulation of interstate transmission of power, except the installation of connections between Government water power projects.

“9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

“10. Public health and quarantine.

“11. Inland waterways.

“12. Bureau of Standards, standardization of weights and measures, and the metric system.

**“(l) Committee on the Judiciary.**

“1. Judicial proceedings, civil and criminal, generally.

“2. Constitutional amendments.

“3. Federal courts and judges.

“4. Local courts in the Territories and possessions.

“5. Revision and codification of the statutes of the United States.

“6. National penitentiaries.

“7. Protection of trade and commerce against unlawful restraints and monopolies.

“8. Holidays and celebrations.

“9. Bankruptcy, mutiny, espionage, and counterfeiting.

“10. State and Territorial boundary lines.

“11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

“12. Civil liberties.

“13. Patents, copyrights, and trade-marks.

“14. Patent Office.

“15. Immigration and naturalization.

“16. Apportionment of Representatives.

“17. Measures relating to claims against the United States.

“18. Interstate compacts generally.

“19. Presidential succession.



**"(m) Committee on Merchant Marine and Fisheries.**

- "1. Merchant marine generally.
- "2. Registering and licensing of vessels and small boats.
- "3. Navigation and the laws relating thereto, including pilotage.
- "4. Rules and international arrangements to prevent collisions at sea.
- "5. Merchant marine officers and seamen.
- "6. Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.
- "7. The Coast Guard, including lifesaving service, lighthouses, light-ships, and ocean derelicts.
- "8. United States Coast Guard and Merchant Marine Academies.
- "9. Coast and Geodetic Survey.
- "10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and interoceanic canals generally.
- "11. Fisheries and wildlife, including research, restoration, refuges, and conservation.

**"(n) Committee on Public Lands.**

- "1. Public lands generally, including entry, easements, and grazing thereon.
- "2. Mineral resources of the public lands.
- "3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.
- "4. Forest reserves and national parks created from the public domain.
- "5. Military parks and battlefields, and national cemeteries.
- "6. Preservation of prehistoric ruins and objects of interest on the public domain.
- "7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.
- "8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.
- "9. Interstate compacts relating to apportionment of waters for irrigation purposes.
- "10. Mining interests generally.
- "11. Mineral land laws and claims and entries thereunder.
- "12. Geological survey.
- "13. Mining schools and experimental stations.
- "14. Petroleum conservation on the public lands and conservation of the radium supply in the United States.
- "15. Relations of the United States with the Indians and the Indian tribes.
- "16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

**“(o) Committee on Public Works.**

- “1. Flood control and improvement of rivers and harbors.
- “2. Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).
- “3. Water power.
- “4. Oil and other pollution of navigable waters.
- “5. Public buildings and occupied or improved grounds of the United States generally.
- “6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.
- “7. Measures relating to the Capitol Building and the Senate and House Office Buildings.
- “8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.
- “9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.
- “10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

**“(p) Committee on Rules.**

- “1. The rules, joint rules, and order of business of the House.
- “2. Recesses and final adjournments of Congress.

**“(q) (1) Committee on Un-American Activities.**

**“(A) Un-American activities.**

“(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

“The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

“For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.



**“(r) Committee on Veterans’ Affairs.**

- “1. Veterans’ measures generally.
- “2. Pensions of all the wars of the United States, general and special.
- “3. Life insurance issued by the Government on account of service in the armed forces.

“4. Compensation, vocational rehabilitation, and education of veterans.

“5. Veterans’ hospitals, medical care, and treatment of veterans.

“6. Soldiers’ and sailors’ civil relief.

“7. Readjustment of servicemen to civil life.

**“(s) Committee on Ways and Means.**

“1. Revenue measures generally.

“2. The bonded debt of the United States.

“3. The deposit of public moneys.

“4. Customs, collection districts, and ports of entry and delivery.

“5. Reciprocal trade agreements.

“6. Transportation of dutiable goods.

“7. Revenue measures relating to the insular possessions.

“8. National social security.

“(2) (a) The following-named committees shall have leave to report at any time on the matters herein stated, namely: The Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the Committee on Appropriations—on the general appropriation bills; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on the Public Lands—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Veterans Affairs—on general pension bills.

“(b) It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last three days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

“(c) The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report

within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

“(d) The Committee on House Administration shall make final report to the House in all contested-election cases not later than six months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed nine months.

“(e) A standing committee of the House (other than the Committee on Appropriations) shall meet to consider any bill or resolution pending before it (A) on all regular meeting days selected by the committee; (B) upon the call of the chairman of the committee; (C) if the chairman of the committee, after three days’ consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee of the written and signed request of a majority of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

“(f) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees.”

#### DELEGATES AND RESIDENT COMMISSIONER

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

### “RULE XII

#### “DELEGATES AND RESIDENT COMMISSIONER

“1. The Delegates from Hawaii and Alaska, and the Resident Commissioner to the United States from Puerto Rico, shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Public Lands; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider.”



## REFERENCE OF PRIVATE CLAIMS BILLS

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs and to the Committee on the Judiciary."

## PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

## PRIVATE BILLS BANNED

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under the Federal Tort Claims Act, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.

## CONGRESSIONAL ADJOURNMENT

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

## COMMITTEE PROCEDURE

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

#### COMMITTEE POWERS

SEC. 134. (a) Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every six months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every three months.

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.

#### CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

#### LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction



of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.

#### DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

#### LEGISLATIVE BUDGET

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ \_\_\_\_\_."

#### HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the

printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision reappropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

#### RECORDS OF CONGRESS

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

#### PRESERVATION OF COMMITTEE HEARINGS

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

#### EFFECTIVE DATE

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this Act.

### TITLE II—MISCELLANEOUS

#### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

##### INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses)



shall be increased by 50 per centum; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

#### COMMITTEE STAFFS

SEC. 202. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution Numbered 50, adopted January 9, 1945.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.

(e) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive annual compensation ranging from \$2,000 to \$8,000.

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of one year after he shall have ceased to be such a member.

(h) Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this Act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this Act, the Committee on Rules and Administration of the Senate with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

#### LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be



known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for a bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of 1923, as amended: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

#### OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

#### STUDIES BY COMPTROLLER GENERAL

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation Acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

#### EXPENDITURE ANALYSES BY COMPTROLLER GENERAL

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments, to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### CORRECTION OF MILITARY AND NAVAL RECORDS

SEC. 207. The Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury with respect to the Coast Guard, respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or to remove an injustice.

### PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

#### IMPROVEMENT OF CONGRESSIONAL RECORD

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the Daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.



## JOINT COMMITTEE ON PRINTING

SEC. 222. Section 1 of the Act entitled "An Act Providing for the public printing and binding and the distribution of public documents", approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

## JOINT COMMITTEE ON THE LIBRARY

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

## TRANSFER OF FUNCTIONS

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this Act, hereby transferred to that standing committee created by this Act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of the Committee on Civil Service of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this Act shall be members of the National Archives Council.

## JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1".

## ECONOMIC REPORT OF THE PRESIDENT

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the president) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session".

## PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

## REMODELING OF CAUCUS ROOMS AND RESTAURANTS

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating

facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.

#### ASSIGNMENT OF CAPITOL SPACE

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

#### SENATE AND HOUSE PAGES

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of Congressional pages and pages of the Supreme Court in the public school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public school system of the District in carrying out such arrangement.

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

#### AUTHORIZATION OF APPROPRIATIONS AND PERSONNEL

SEC. 244. All necessary funds required to carry out the provisions of this Act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this Act under their respective jurisdictions.

#### EFFECTIVE DATE

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.



## TITLE III—REGULATION OF LOBBYING ACT

## SHORT TITLE

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act".

## DEFINITIONS

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

## DETAILED ACCOUNTS OF CONTRIBUTIONS

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

## RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof rendered to the person or organization for which such contribution was received a detailed account thereof,

including the name and address of the person making such contribution and the date on which received.

#### STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### STATEMENT PRESERVED FOR TWO YEARS

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, District of Columbia, but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of two years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### PERSONS TO WHOM APPLICABLE

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other



persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

#### REGISTRATION WITH SECRETARY OF THE SENATE AND CLERK OF THE HOUSE

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the Congressional Record.

#### REPORTS AND STATEMENTS TO BE MADE UNDER OATH

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

## PENALTIES

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than twelve months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of three years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment.

## EXEMPTION

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

## TITLE IV—FEDERAL TORT CLAIMS ACT

## PART 1—SHORT TITLE AND DEFINITIONS

## SHORT TITLE

SEC. 401. This title may be cited as the "Federal Tort Claims Act".

## DEFINITIONS

SEC. 402. As used in this title, the term—

(a) "Federal agency" includes the executive departments and independent establishments of the United States, and corporations whose primary function is to act as, and while acting as, instrumentalities or agencies of the United States, whether or not authorized to sue and be sued in their own names: *Provided*, That this shall not be construed to include any contractor with the United States.

(b) "Employee of the Government" includes officers or employees of any Federal agency, members of the military or naval forces of the United States, and persons acting on behalf of a Federal agency in an official capacity, temporarily or permanently in the service of the United States, whether with or without compensation.

(c) "Acting within the scope of his office or employment", in the case of a member of the military or naval forces of the United States, means acting in line of duty.

## PART 2—ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS AGAINST THE UNITED STATES

## CLAIMS OF \$1,000 OR LESS

SEC. 403. (a) Subject to the limitations of this title, authority is hereby conferred upon the head of each Federal agency, or his designee for the purpose, acting on behalf of the United States, to consider,



ascertain, adjust, determine, and settle any claim against the United States for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death, where the total amount of the claim does not exceed \$1,000, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death, in accordance with the law of the place where the act or omission occurred.

(b) Subject to the provisions of part 3 of this title, any such award or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud, notwithstanding any other provision of law to the contrary.

(c) Any award made to any claimant pursuant to this section, and any award, compromise, or settlement of any claim cognizable under this title made by the Attorney General pursuant to section 413, shall be paid by the head of the Federal agency concerned out of appropriations that may be made therefor, which appropriations are hereby authorized.

(d) The acceptance by the claimant of any such award, compromise, or settlement shall be final and conclusive on the claimant, and shall constitute a complete release by the claimant of any claim against the United States and against the employee of the Government whose act or omission gave rise to the claim, by reason of the same subject matter.

#### REPORT

SEC. 404. The head of each Federal agency shall annually make a report to the Congress of all claims paid by such Federal agency under this part. Such report shall include the name of each claimant, a statement of the amount claimed and the amount awarded, and a brief description of the claim.

### PART 3—SUITS ON TORT CLAIMS AGAINST THE UNITED STATES

#### JURISDICTION

SEC. 410. (a) Subject to the provisions of this title, the United States district court for the district wherein the plaintiff is resident or wherein the act or omission complained of occurred, including the United States district courts for the Territories and possessions of the United States, sitting without a jury, shall have exclusive jurisdiction to hear, determine, and render judgment on any claim against the United States, for money only, accruing on and after January 1, 1945, on account of damage to or loss of property or on account of personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant for such damage, loss, injury, or death in accordance with the law of the place where the act or omission occurred. Subject to the provisions of this title, the United States shall be liable in respect of such claims to the same claimants, in the same manner, and to the same extent as a private individual under like circumstances, except that the United States

shall not be liable for interest prior to judgment, or for punitive damages. Costs shall be allowed in all courts to the successful claimant to the same extent as if the United States were a private litigant, except that such costs shall not include attorneys' fees.

(b) The judgment in such an action shall constitute a complete bar to any action by the claimant, by reason of the same subject matter, against the employee of the Government whose act or omission gave rise to the claim. No suit shall be instituted pursuant to this section upon a claim presented to any Federal agency pursuant to part 2 of this title unless such Federal agency has made final disposition of the claim: *Provided*, That the claimant may, upon fifteen days' notice given in writing, withdraw the claim from consideration of the Federal agency and commence suit thereon pursuant to this section: *Provided further*, That as to any claim so disposed of or so withdrawn, no suit shall be instituted pursuant to this section for any sum in excess of the amount of the claim presented to the Federal agency, except where the increased amount of the claim is shown to be based upon newly discovered evidence not reasonably discoverable at the time of presentation of the claim to the Federal agency or upon evidence of intervening facts, relating to the amount of the claim. Disposition of any claim made pursuant to part 2 of this title shall not be competent evidence of liability or amount of damages in proceedings on such claim pursuant to this section.

#### PROCEDURE

SEC. 411. In actions under this part, the forms of process, writs, pleadings, and motions, and the practice and procedure, shall be in accordance with the rules promulgated by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064); and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments, shall be applicable as in cases brought in the United States district courts under the Act of March 3, 1887 (24 Stat. 505).

#### REVIEW

SEC. 412. (a) Final judgments in the district courts in cases under this part shall be subject to review by appeal—

(1) in the circuit courts of appeals in the same manner and to the same extent as other judgments of the district courts; or

(2) in the Court of Claims of the United States: *Provided*, That the notice of appeal filed in the district court under rule 73 of the Rules of Civil Procedure shall have affixed thereto the written consent on behalf of all the appellees that the appeal be taken to the Court of Claims of the United States. Such appeals to the Court of Claims of the United States shall be taken within three months after the entry of the judgment of the district court, and shall be governed by the rules relating to appeals from a district court to a circuit court of appeals adopted by the Supreme Court pursuant to the Act of June 19, 1934 (48 Stat. 1064). In such appeals the Court of Claims of the United States shall have the same powers and duties as those conferred on a circuit court of appeals in respect to appeals under section 4 of the Act of February 13, 1925 (43 Stat. 939).

(b) Sections 239 and 240 of the Judicial Code, as amended, shall



apply to cases under this part in the circuit courts of appeals and in the Court of Claims of the United States to the same extent as to cases in a circuit court of appeals therein referred to.

#### COMPROMISE

SEC. 413. With a view to doing substantial justice, the Attorney General is authorized to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of any suit thereon, with the approval of the court in which such suit is pending.

### PART 4—PROVISIONS COMMON TO PART 2 AND PART 3

#### ONE-YEAR STATUTE OF LIMITATIONS

SEC. 420. Every claim against the United States cognizable under this title shall be forever barred, unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, it is presented in writing to the Federal agency out of whose activities it arises, if such claim is for a sum not exceeding \$1,000; or unless within one year after such claim accrued or within one year after the date of enactment of this Act, whichever is later, an action is begun pursuant to part 3 of this title. In the event that a claim for a sum not exceeding \$1,000 is presented to a Federal agency as aforesaid, the time to institute a suit pursuant to part 3 of this title shall be extended for a period of six months from the date of mailing of notice to the claimant by such Federal agency as to the final disposition of the claim or from the date of withdrawal of the claim from such Federal agency pursuant to section 410 of this title, if it would otherwise expire before the end of such period.

#### EXCEPTIONS

SEC. 421. The provisions of this title shall not apply to—

(a) Any claim based upon an act or omission of an employee of the Government, exercising due care, in the execution of a statute or regulation, whether or not such statute or regulation be valid, or based upon the exercise or performance or the failure to exercise or perform a discretionary function or duty on the part of a Federal agency or an employee of the Government, whether or not the discretion involved be abused.

(b) Any claim arising out of the loss, miscarriage, or negligent transmission of letters or postal matter.

(c) Any claim arising in respect of the assessment or collection of any tax or customs duty, or the detention of any goods or merchandise by any officer of customs or excise or any other law-enforcement officer.

(d) Any claim for which a remedy is provided by the Act of March 9, 1920 (U. S. C., title 46, secs. 741–752, inclusive), or the Act of March 3, 1925 (U. S. C., title 46, secs. 781–790, inclusive), relating to claims or suits in admiralty against the United States.

(e) Any claim arising out of an act or omission of any employee of the Government in administering the provisions of the Trading with the Enemy Act, as amended.

(f) Any claim for damages caused by the imposition or establishment of a quarantine by the United States.

(g) Any claim arising from injury to vessels, or to the cargo, crew, or passengers of vessels, while passing through the locks of the Panama Canal or while in Canal Zone waters.

(h) Any claim arising out of assault, battery, false imprisonment, false arrest, malicious prosecution, abuse of process, libel, slander, misrepresentation, deceit, or interference with contract rights.

(i) Any claim for damages caused by the fiscal operations of the Treasury or by the regulation of the monetary system.

(j) Any claim arising out of the combatant activities of the military or naval forces, or the Coast Guard, during time of war.

(k) Any claim arising in a foreign country.

(l) Any claim arising from the activities of the Tennessee Valley Authority.

#### ATTORNEYS' FEES

SEC. 422. The court rendering a judgment for the plaintiff pursuant to part 3 of this title, or the head of the Federal agency or his designee making an award pursuant to part 2 of this title, or the Attorney General making a disposition pursuant to section 413 of this title, as the case may be, may, as a part of the judgment, award, or settlement, determine and allow reasonable attorney's fees, which, if the recovery is \$500 or more, shall not exceed 10 per centum of the amount recovered under part 2, or 20 per centum of the amount recovered under part 3, to be paid out of but not in addition to the amount of judgment, award, or settlement recovered, to the attorneys representing the claimant. Any attorney who charges, demands, receives, or collects for services rendered in connection with such claim any amount in excess of that allowed under this section, if recovery be had, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be subject to a fine of not more than \$2,000 or imprisonment for not more than one year, or both.

#### EXCLUSIVENESS OF REMEDY

SEC. 423. From and after the date of enactment of this Act, the authority of any Federal agency to sue and be sued in its own name shall not be construed to authorize suits against such Federal agency on claims which are cognizable under part 3 of this title, and the remedies provided by this title in such cases shall be exclusive.

#### CERTAIN STATUTES INAPPLICABLE

SEC. 424. (a) All provisions of law authorizing any Federal agency to consider, ascertain, adjust, or determine claims on account of damage to or loss of property, or on account of personal injury or death, caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, are hereby repealed in respect of claims cognizable under part 2 of this title and accruing on and after January 1, 1945, including, but without limitation, the provisions granting such authorization now contained in the following laws:

Public Law Numbered 375, Sixty-seventh Congress, approved December 28, 1922 (42 Stat. 1066; U. S. C., title 31, secs. 215-217).



Public Law Numbered 267, Sixty-sixth Congress, approved June 5, 1920 (41 Stat. 1054; U. S. C., title 33, sec. 853).

Public Law Numbered 481, Seventy-fourth Congress, approved March 20, 1936 (49 Stat. 1184; U. S. C., title 31, sec. 224b).

Public Law Numbered 112, as amended, Seventy-eighth Congress, approved July 3, 1943 (57 Stat. 372; U. S. C., title 31, secs. 223b, 223c, and 223d).

Public Law Numbered 182, as amended, Sixty-fifth Congress, approved July 1, 1918 (40 Stat. 705; U. S. C., title 34, sec. 600).

Section 4 of Public Law Numbered 18, Sixty-seventh Congress, approved June 16, 1921 (42 Stat. 63), as amended by Public Law Numbered 456, Seventy-third Congress, approved June 22, 1934 (48 Stat. 1207; U. S. C., title 31, sec. 224c).

(b) Nothing contained herein shall be deemed to repeal any provision of law authorizing any Federal agency to consider, ascertain, adjust, settle, determine, or pay any claim on account of damage to or loss of property or on account of personal injury or death, in cases in which such damage, loss, injury, or death was not caused by any negligent or wrongful act or omission of an employee of the Government while acting within the scope of his office or employment, or any other claim not cognizable under part 2 of this title.

## TITLE V—GENERAL BRIDGE ACT

### SHORT TITLE

SEC. 501. This title may be cited as the "General Bridge Act of 1946".

### CONSENT OF CONGRESS

SEC. 502. (a) The consent of Congress is hereby granted for the construction, maintenance, and operation of bridges and approaches thereto over the navigable waters of the United States, in accordance with the provisions of this title.

(b) The location and plans for such bridges shall be approved by the Chief of Engineers and the Secretary of War before construction is commenced, and, in approving the location and plans of any bridge, they may impose any specific conditions relating to the maintenance and operation of the structure which they may deem necessary in the interest of public navigation, and the conditions so imposed shall have the force of law.

(c) Notwithstanding the provisions of subsections (a) and (b), it shall be unlawful to construct or commence the construction of any privately owned highway toll bridge until the location and plans thereof shall also have been submitted to and approved by the highway department or departments of the State or States in which the bridge and its approaches are situated; and where such bridge shall be between two or more States and the highway departments thereof shall be unable to agree upon the location and plans therefor, or if they, or either of them, shall fail or refuse to act upon the location and plans submitted, such location and plans then shall be submitted to the Public Roads Administration and, if approved by the Public Roads Administration, approval by the highway departments shall not be required.

## TOLLS

SEC. 503. If tolls shall be charged for the transit over any interstate bridge of engines, cars, street cars, wagons, carriages, vehicles, animals, foot passengers, or other passengers, such tolls shall be reasonable and just, and the Secretary of War may, at any time, and from time to time, prescribe the reasonable rates of toll for such transit over such bridge, and the rates so prescribed shall be the legal rates and shall be the rates demanded and received for such transit.

## ACQUISITION BY PUBLIC AGENCIES

SEC. 504. After the completion of any interstate toll bridge constructed by an individual, firm, or corporation, as determined by the Secretary of War, either of the States in which the bridge is located, or any public agency or political subdivision of either of such States, within or adjoining which any part of such bridge is located, or any two or more of them jointly, may at any time acquire and take over all right, title, and interest in such bridge and its approaches, and any interest in real property for public purposes by condemnation or expropriation. If at any time after the expiration of five years after the completion of such bridge the same is acquired by condemnation or expropriation, the amount of damages or compensation to be allowed shall not include good will, going value, or prospective revenues or profits, but shall be limited to the sum of (1) the actual cost of constructing such bridge and its approaches, less a reasonable deduction for actual depreciation in value; (2) the actual costs of acquiring such interests in real property; (3) actual financing and promotion costs, not to exceed 10 per centum of the sum of the cost of constructing the bridge and its approaches and acquiring such interests in real property; and (4) actual expenditures for necessary improvements.

## STATEMENTS OF COST

SEC. 505. Within ninety days after the completion of a privately owned interstate toll bridge, the owner shall file with the Secretary of War and with the highway departments of the States in which the bridge is located, a sworn itemized statement showing the actual original cost of constructing the bridge and its approaches, the actual cost of acquiring any interest in real property necessary therefor, and the actual financing and promotion costs. The Secretary of War may, and upon request of a highway department shall, at any time within three years after the completion of such bridge, investigate such costs and determine the accuracy and the reasonableness of the costs alleged in the statement of costs so filed, and shall make a finding of the actual and reasonable costs of constructing, financing, and promoting such bridge. For the purpose of such investigation the said individual, firm, or corporation, its successors and assigns, shall make available all of its records in connection with the construction, financing, and promotion thereof. The findings of the Secretary of War as to the reasonable costs of the construction, financing, and promotion of the bridge shall be conclusive for the purposes mentioned in section 504 of this title subject only to review in a court of equity for fraud or gross mistake.



## SINKING FUND

SEC. 506. If tolls are charged for the use of an interstate bridge constructed or taken over or acquired by a State or States or by any municipality or other political subdivision or public agency thereof, under the provisions of this title, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed twenty years from the date of constructing or acquiring the same. After a sinking fund sufficient for such amortization shall have been so provided, such bridge shall thereafter be maintained and operated free of tolls. An accurate record of the amount paid for acquiring the bridge and its approaches, the actual expenditures for maintaining, repairing, and operating the same, and of the daily tolls collected, shall be kept and shall be available for the information of all persons interested.

## APPLICABILITY OF TITLE

SEC. 507. The provisions of this title shall apply only to bridges over navigable waters of the United States, the construction of which is hereafter approved under the provisions of this title; and the provisions of the first proviso of section 9 of the Act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401), and the provisions of the Act entitled "An Act to regulate the construction of bridges over navigable waters", approved March 23, 1906, shall not apply to such bridges.

## INTERNATIONAL BRIDGES

SEC. 508. This title shall not be construed to authorize the construction of any bridge which will connect the United States, or any Territory or possession of the United States, with any foreign country.

## EMINENT DOMAIN

SEC. 509. There are hereby conferred upon any individual, his heirs, legal representatives, or assigns, any firm or corporation, its successors or assigns, or any State, political subdivision, or municipality authorized in accordance with the provisions of this title to build a bridge between two or more States, all such rights and powers to enter upon lands and acquire, condemn, occupy, possess, and use real estate and other property in the respective States needed for the location, construction, operation, and maintenance of such bridge and its approaches, as are possessed by railroad corporations for railroad purposes or by bridge corporations for bridge purposes in the State in which such real estate or other property is situated, upon making just compensation therefor to be ascertained and paid according to the laws of such State, and the proceedings therefor shall be the same as in the condemnation or expropriation of property for public purposes in such State.

## PENALTIES

SEC. 510. Any person who fails or refuses to comply with any lawful order of the Secretary of War or the Chief of Engineers issued under the provisions of this title, or who fails to comply with any specific condition imposed by the Chief of Engineers and the Secretary of War relating to the maintenance and operation of bridges, or who refuses to produce books, papers, or documents in obedience to a subpoena or other lawful requirement under this title, or who otherwise violates any provisions of this title, shall, upon conviction thereof, be punished by a fine of not to exceed \$5,000 or by imprisonment for not more than one year, or by both such fine and imprisonment.

## RIGHTS RESERVED

SEC. 511. The right to alter, amend, or repeal this title is hereby expressly reserved as to any and all bridges which may be built under authority hereof.

TITLE VI—COMPENSATION AND RETIREMENT PAY OF  
MEMBERS OF CONGRESS

## COMPENSATION OF MEMBERS OF CONGRESS

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives and the Vice President of the United States shall be at the rate of \$20,000 per annum each.

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which no tax liability shall incur, or accounting be made; such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.



## RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government".

(b) Such Act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this Act—

"(1) This Act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this Act. Such notice may be given by a Member of Congress within six months after the date of enactment of the Legislative Reorganization Act of 1946 or within six months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this Act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 per centum of his basic salary, pay, or compensation for such services, together with interest computed at the rate of 4 per centum per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 per centum of such basic salary, pay, or compensation.

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least six years of service as a Member of Congress and have attained the age of sixty-two years, except that any such Member who shall have had at least five years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this Act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last five years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last five years of service, the amounts specified in paragraph (2) of this section with respect to so much of such five years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such five years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4, the annuity of a Member of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of his average annual basic salary, pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed

an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

“(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of six years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 per centum compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 per centum compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

“(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

“(8) Nothing contained in this Act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least six years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

“(9) No provision of this or any other Act relating to automatic separation from the service shall be applicable to any Member of Congress.

“(10) As used in this section, the term ‘Member of Congress’ means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term ‘service as a Member of Congress’ shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member.”

Approved August 2, 1946.











A COMPILATION OF THE  
LEGISLATIVE REORGANIZATION ACT OF 1946  
(Public Law 601, 79th Cong.)  
WITH AMENDMENTS THROUGH THE FIRST SESSION  
OF THE EIGHTY-THIRD CONGRESS

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PREPARED BY THE  
STAFF OF THE SENATE COMMITTEE  
ON GOVERNMENT OPERATIONS



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PRESENTED BY MRS. SMITH OF MAINE  
JULY 28 (legislative day JULY 27), 1953.—Ordered to be printed

UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1953



## SENATE RESOLUTION NO. 148

[SUBMITTED BY MRS. SMITH OF MAINE]

IN THE SENATE OF THE UNITED STATES,  
*July 28 (legislative day, July 27), 1953.*

*Resolved*, That the compilation of the Legislative Reorganization Act of 1946, as amended to date, prepared by the staff of the Senate Committee on Government Operations, shall be printed as a Senate document, and that six thousand five hundred additional copies of such document shall be printed for the use of such committee.

Attest:

J. MARK TRICE,  
*Secretary.*

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### COMMITTEE ON GOVERNMENT OPERATIONS

JOSEPH R. McCARTHY, Wisconsin, *Chairman*

KARL E. MUNDT, South Dakota  
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HENRY C. DWORSHAK, Idaho  
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### SUBCOMMITTEE ON REORGANIZATION

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JOHN MARSHALL BUTLER, Maryland

HUBERT H. HUMPHREY, Minnesota  
JOHN F. KENNEDY, Massachusetts

## LETTER OF TRANSMITTAL

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DECEMBER 1, 1953.

To the PRESIDENT OF THE SENATE:

DEAR MR. PRESIDENT: I am transmitting herewith, on behalf of the Committee on Government Operations, a compilation of the Legislative Reorganization Act of 1946 (Public Law 601, 79th Cong.) with amendments through the 1st session of the 83d Congress (August 3, 1953). The printing of this material as a Senate document was authorized by Senate Resolution 148, approved by the Senate on July 28, 1953.

The document submitted herewith is divided into two parts. Part I is a reprint of the Legislative Reorganization Act of 1946, as amended in the 80th, 81st, and 82d Congresses, and the 1st session of the 83d Congress. Changes in the rules of the Senate and the House of Representatives, which were incorporated in the original act, are included so as to indicate amendments to those rules by succeeding Congresses. Title IV, the Federal Tort Claims Act, and title V, the General Bridge Act, which were included in the 1946 act, have been omitted from the present compilation since they are readily accessible in appropriate chapters of the United States Code.

Part II contains detailed information as to how and when changes were made in the original act. This part follows closely the requirements of clause 3 of rule XIII of the Standing Rules of the House of Representatives, and paragraph 4 of rule XXIX of the Standing Rules of the Senate. Thus, existing law which remains unchanged is shown in roman; obsolete matter has been enclosed in black brackets; and new matter appears in italics.

The basic information contained in this document was compiled by the professional staff of the Committee on Government Operations, under the direction of the Subcommittee on Reorganization. Printed proofs of the document were submitted to the Legislative Counsels of the Senate and the House of Representatives, the Parliamentarians of the Senate and the House, the Legislative Reference Service of the Library of Congress, and to other officials of both Houses who have knowledge of changes effected in the act, in order to afford them an opportunity to make appropriate suggestions.

In compiling this document, the staff of the committee found that a number of existing provisions of the basic law are inoperative or have been executed, and others contain errors of language and numbering. The staff has been directed to draft legislation for presentation at the next session of Congress, designed to correct these errors and eliminate obsolete language, without affecting existing law. It is believed that such legislation would be approved in both the House and Senate, since its only objective would be to perfect the existing language and to remove obsolete provisions.



This material is submitted in order to provide Members and officials of both Houses with a current text of the basic statute under which the Senate and the House of Representatives are operating, indicating clearly how and when changes in the original law were effected.

It is proposed that the Subcommittee on Reorganization will submit supplemental reports to the Congress relative to further changes effected in the act at the end of each succeeding Congress.

MARGARET CHASE SMITH,  
*Chairman, Subcommittee on Reorganization.*

# A COMPILATION OF THE LEGISLATIVE REORGANIZATION ACT OF 1946

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## PART I

[PUBLIC LAW 601—79TH CONGRESS]

[CHAPTER 753—2D SESSION]

[S. 2177]

[With amendments through the first session of the Eighty-third Congress]

### AN ACT

To provide for increased efficiency in the legislative branch of the Government.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

### SHORT TITLE

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the “Legislative Reorganization Act of 1946”:

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- Committee on Appropriations.
- Committee on Armed Services.
- Committee on Banking and Currency.
- Committee on Post Office and Civil Service.
- Committee on the District of Columbia.
- Committee on Government Operations.
- Committee on Finance.
- Committee on Foreign Relations.
- Committee on Interstate and Foreign Commerce.
- Committee on the Judiciary.
- Committee on Labor and Public Welfare.
- Committee on Interior and Insular Affairs.
- Committee on Public Works.
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 Committee on Banking and Currency.  
 Committee on the District of Columbia.  
 Committee on Education and Labor.  
 Committee on Foreign Affairs.  
 Committee on Government Operations.  
 Committee on House Administration.  
 Committee on Interior and Insular Affairs.  
 Committee on Interstate and Foreign Commerce.  
 Committee on the Judiciary.  
 Committee on Merchant Marine and Fisheries.  
 Committee on Post Office and Civil Service.  
 Committee on Public Works.  
 Committee on Rules.  
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- Sec. 309. Reports and statements to be made under oath.
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## TITLE IV—FEDERAL TORT CLAIMS ACT

[Omitted]

## TITLE V—GENERAL BRIDGE ACT

[Omitted]

## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

- Sec. 601. Compensation of Members of Congress.
- Sec. 602. Retirement pay of Members of Congress.

## SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

## TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

## RULE-MAKING POWER OF THE SENATE AND HOUSE

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.



## PART 1—STANDING RULES OF THE SENATE

STANDING COMMITTEES OF THE SENATE<sup>1</sup>

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

## “RULE XXV

## “STANDING COMMITTEES

“(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

“(a) **Committee on Agriculture and Forestry**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- “1. Agriculture generally.
- “2. Inspection of livestock and meat products.
- “3. Animal industry and diseases of animals.
- “4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- “5. Agricultural colleges and experiment stations.
- “6. Forestry in general, and forest reserves other than those created from the public domain.
- “7. Agricultural economics and research.
- “8. Agricultural and industrial chemistry.
- “9. Dairy industry.
- “10. Entomology and plant quarantine.
- “11. Human nutrition and home economics.
- “12. Plant industry, soils, and agricultural engineering.
- “13. Agricultural educational extension services.
- “14. Extension of farm credit and farm security.
- “15. Rural electrification.
- “16. Agricultural production and marketing and stabilization of prices of agricultural products.
- “17. Crop insurance and soil conservation.

“(b) **Committee on Appropriations**, to consist of twenty-three Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

<sup>1</sup> The Select Committee on Small Business was created on February 20, 1950, by S. Res. 58, 81st Cong. It is authorized “\* \* \* to study and survey by means of research and investigation all problems of American small business enterprises and to obtain all facts possible in relation thereto which would \* \* \* aid the Congress in enacting remedial legislation, and to report to the Senate from time to time the results of such studies and surveys.” It has no authority to receive or report legislation.

The Joint Committee on Atomic Energy was created by the act of August 1, 1946 (Public Law 585, 79th Cong.). It is composed of 9 Members of the Senate, appointed by the President of the Senate, and 9 Members of the House, appointed by the Speaker. It is authorized to “make continuing studies of the activities of the Atomic Energy Commission and of problems relating to the development, use, or control of atomic energy \* \* \*” and to make recommendations to their respective Houses from time to time. S. Res. 63, 80th Cong., vested in the Senate members of the joint committee the same “powers and authority in connection with the holding of hearings and the conduct of investigations and reporting to the Senate thereon, with reference to appointments under \* \* \* Public Law 585, 79th Cong., that require the advice and consent of the Senate, as are possessed by the standing committees of the Senate in other matters requiring the advice and consent of the Senate.”

Although neither of these committees are standing committees, they are noted here because they are vested with some of the powers of standing committees.

"1. Appropriation of the revenue for the support of the Government.

"(c) **Committee on Armed Services**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Common defense generally.

"2. The War Department and the Military Establishment generally.<sup>2</sup>

"3. The Navy Department and the Naval Establishment generally.

"4. Soldiers' and sailors' homes.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) **Committee on Banking and Currency**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) **Committee on Post Office and Civil Service**, to consist of eleven Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

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<sup>2</sup> Public Law 253, 80th Cong., changed the name "War Department" to "Department of the Army," and the term "Military Establishment" to "National Military Establishment," which includes the Departments of the Army, Navy, and Air Force. Public Law 216, 81st Cong., established the Department of Defense as successor to the National Military Establishment.



"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) **Committee on the District of Columbia**, to consist of nine Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) **Committee on Government Operations**, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) **Committee on Finance**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) **Committee on Foreign Relations**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

"4. Protection of American citizens abroad and expatriation.

"5. Neutrality.

"6. International conferences and congresses.

"7. The American National Red Cross.

"8. Intervention abroad and declarations of war.

"9. Measures relating to the diplomatic service.

"10. Acquisition of land and buildings for embassies and legations in foreign countries.

"11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.

"12. United Nations Organization and international financial and monetary organizations.

"13. Foreign loans.

"(j) **Committee on Interstate and Foreign Commerce**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Interstate and foreign commerce generally.

"2. Regulation of interstate railroads, busses, trucks, and pipelines.

"3. Communication by telephone, telegraph, radio, and television.

"4. Civil aeronautics.

"5. Merchant marine generally.

"6. Registering and licensing of vessels and small boats.

"7. Navigation and the laws relating thereto, including pilotage.

"8. Rules and international arrangements to prevent collisions at sea.

"9. Merchant marine officers and seamen.

"10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.

"11. Coast and Geodetic Survey.

"12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.

"13. The United States Coast Guard and Merchant Marine Academies.

"14. Weather Bureau.

"15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.

"16. Inland waterways.

"17. Fisheries and wildlife, including research, restoration, refuges, and conservation.



"18. Bureau of Standards including standardization of weights and measures and the metric system.

"(k) **Committee on the Judiciary**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Judicial proceedings, civil and criminal, generally.
- "2. Constitutional amendments.
- "3. Federal courts and judges.
- "4. Local courts in the Territories and possessions.
- "5. Revision and codification of the statutes of the United States.
- "6. National penitentiaries.
- "7. Protection of trade and commerce against unlawful restraints and monopolies.
- "8. Holidays and celebrations.
- "9. Bankruptcy, mutiny, espionage, and counterfeiting.
- "10. State and Territorial boundary lines.
- "11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.
- "12. Civil liberties.
- "13. Patents, copyrights, and trade-marks.
- "14. Patent Office.
- "15. Immigration and naturalization.
- "16. Apportionment of Representatives.
- "17. Measures relating to claims against the United States.
- "18. Interstate compacts generally.

"(l) **Committee on Labor and Public Welfare**, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Measures relating to education, labor, or public welfare generally.
- "2. Mediation and arbitration of labor disputes.
- "3. Wages and hours of labor.
- "4. Convict labor and the entry of goods made by convicts into interstate commerce.
- "5. Regulation or prevention of importation of foreign laborers under contract.
- "6. Child labor.
- "7. Labor statistics.
- "8. Labor standards.
- "9. School-lunch program.
- "10. Vocational rehabilitation.
- "11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.
- "12. United States Employees' Compensation Commission.
- "13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeth's Hospital.
- "14. Public health and quarantine.
- "15. Welfare of miners.
- "16. Vocational rehabilitation and education of veterans.
- "17. Veterans' hospitals, medical care and treatment of veterans.
- "18. Soldiers' and Sailors' civil relief.
- "19. Readjustment of servicemen to civil life.

“(m) **Committee on Interior and Insular Affairs**, to consist of fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

“1. Public lands generally, including entry, easements, and grazing thereon.

“2. Mineral resources of the public lands.

“3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

“4. Forest reserves and national parks created from the public domain.

“5. Military parks and battlefields, and national cemeteries.

“6. Preservation of prehistoric ruins and objects of interest on the public domain.

“7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

“8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

“9. Interstate compacts relating to apportionment of waters for irrigation purposes.

“10. Mining interests generally.

“11. Mineral land laws and claims and entries thereunder.

“12. Geological survey.

“13. Mining schools and experimental stations.

“14. Petroleum conservation and conservation of the radium supply in the United States.

“15. Relations of the United States with the Indians and the Indian tribes.

“16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

“(n) **The Committee on Public Works**, to consist of eleven Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

“1. Flood control and improvement of rivers and harbors.

“2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

“3. Water power.

“4. Oil and other pollution of navigable waters.

“5. Public buildings and occupied or improved grounds of the United States generally.

“6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

“7. Measures relating to the Capitol building and the Senate and House Office Buildings.

“8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

“9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.



"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) **Committee on Rules and Administration**, to consist of nine Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

"(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

"(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

"(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

"(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

"(F) Matters relating to printing and correction of the Congressional Record.

"(2) Such committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

"(3)<sup>3</sup> Each standing committee shall continue and have the power to act until their successors are appointed.

"(3) (a) Except as provided in paragraph (b) of this subsection, each standing committee and each subcommittee of any such committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.

"(b) Each standing committee, and each subcommittee of any such committee, is authorized to fix a lesser number than one-third of its entire membership who shall constitute a quorum thereof for the purpose of taking sworn testimony.

"(4) Each Senator shall serve on two standing committees and no more; except that not to exceed fourteen Senators of the majority party, and not to exceed three Senators of the minority party, who are members of the Committee on the District of Columbia, the Committee on Government Operations, or the Committee on Post Office and Civil Service may serve on three standing committees and no more."

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<sup>3</sup> This subsection was numbered erroneously in the original public law.

## APPROPRIATIONS

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

## "RULE XVI

## "AMENDMENTS TO APPROPRIATION BILLS

"1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or Act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

"2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

"3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

"4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.



"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

Name of Committee	Purpose of Appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service <sup>4</sup> -----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia--	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations-----	For the Diplomatic and Consular Service.
Senate Members of the Joint Committee on Atomic Energy (to be selected by said members).	For the development and utilization of atomic energy.

"(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

## PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

### STANDING COMMITTEES OF THE HOUSE OF REPRESENTATIVES

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

#### "RULE X

##### "STANDING COMMITTEES

"1. There shall be elected by the House, at the commencement of each Congress, the following standing committees:

"(a) Committee on Agriculture, to consist of thirty Members.

"(b) Committee on Appropriations, to consist of fifty Members.

"(c) Committee on Armed Services, to consist of thirty-six Members.

"(d) Committee on Banking and Currency, to consist of twenty-nine Members.

"(e) Committee on the District of Columbia, to consist of twenty-five Members.

<sup>4</sup>The name of this committee was changed to Committee on Post Office and Civil Service by S. Res. 99, 80th Cong.

“(f) Committee on Education and Labor, to consist of twenty-seven Members.

“(g) Committee on Foreign Affairs, to consist of twenty-nine Members.

“(h) Committee on Government Operations, to consist of thirty Members.

“(i) Committee on House Administration, to consist of twenty-five Members.

“(j) Committee on Interior and Insular Affairs, to consist of twenty-seven Members.

“(k) Committee on Interstate and Foreign Commerce, to consist of thirty-one Members.

“(l) Committee on the Judiciary, to consist of thirty Members.

“(m) Committee on Merchant Marine and Fisheries, to consist of twenty-nine Members.

“(n) Committee on Post Office and Civil Service, to consist of twenty-nine Members.

“(o) Committee on Public Works, to consist of twenty-nine Members.

“(p) Committee on Rules, to consist of twelve Members.

“(q) Committee on Un-American Activities, to consist of nine Members.

“(r) Committee on Veterans' Affairs, to consist of twenty-seven Members.

“(s) Committee on Ways and Means, to consist of twenty-five Members.

“(2) The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

“(3) At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

“(4) All vacancies in standing committees in the House shall be filled by election by the House.”

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

## “RULE XI

### “POWERS AND DUTIES OF COMMITTEES

“All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively:

#### “1. Committee on Agriculture.

“(a) Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.

“(b) Agriculture generally.

“(c) Agricultural and industrial chemistry.

“(d) Agricultural colleges and experimental stations.



- “(e) Agricultural economics and research.
- “(f) Agricultural education extension service.
- “(g) Agricultural production and marketing and stabilization of prices of agricultural products.
- “(h) Animal industry and diseases of animals.
- “(i) Crop insurance and soil conservation.
- “(j) Dairy industry.
- “(k) Entomology and plant quarantine.
- “(l) Extension of farm credit and farm security.
- “(m) Forestry in general, and forest reserves other than those created from the public domain.
- “(n) Human nutrition and home economics.
- “(o) Inspection of livestock and meat products.
- “(p) Plant industry, soils, and agricultural engineering.
- “(q) Rural electrification.

**“2. Committee on Appropriations.**

“(a) Appropriation of the revenue for the support of the Government.

“(b) The committee is authorized, acting as a whole or by any subcommittee thereof appointed by the chairman for the purposes hereof and in accordance with procedures authorized by the committee by a majority vote, to conduct studies and examinations of the organization and operation of any executive department or other executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in the determination of matters within its jurisdiction; and for this purpose the committee or any subcommittee thereof is authorized to sit and act at such times and places within the United States, whether the House is in session, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses, and the production of such books or papers or documents or vouchers by subpoena or otherwise, and to take such testimony and records as it deems necessary. Subpenas may be issued over the signature of the chairman of the committee or subcommittee, or by any person designated by him, and shall be served by such person or persons as the chairman of the committee or subcommittee may designate. The chairman of the committee or subcommittee, or any member thereof, may administer oaths to witnesses.

**“3. Committee on Armed Services.**

“(a) Common defense generally.

“(b) The Department of Defense generally, including the Departments of the Army, Navy, and Air Force generally.

“(c) Ammunition depots; forts; arsenals; Army, Navy and Air Force reservations and establishments.

“(d) Conservation, development, and use of naval petroleum and oil shale reserves.

“(e) Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

“(f) Scientific research and development in support of the armed services.

“(g) Selective service.

“(h) Size and composition of the Army, Navy and Air Force.

“(i) Soldiers' and sailors' homes.

“(j) Strategic and critical materials necessary for the common defense.

**“4. Committee on Banking and Currency.**

“(a) Banking and currency generally.

“(b) Control of prices of commodities, rents, or services.

“(c) Deposit insurance.

“(d) Federal Reserve System.

“(e) Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

“(f) Gold and silver, including the coinage thereof.

“(g) Issuance of notes and redemption thereof.

“(h) Public and private housing.

“(i) Valuation and revaluation of the dollar.

**“5. Committee on the District of Columbia.**

“(a) All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

“(b) Adulteration of food and drugs.

“(c) Incorporation and organization of societies.

“(d) Insurance, executors, administrators, wills, and divorce.

“(e) Municipal code and amendments to the criminal and corporation laws.

“(f) Municipal and juvenile courts.

“(g) Public health and safety, sanitation, and quarantine regulations.

“(h) Regulation of sale of intoxicating liquors.

“(i) Taxes and sales taxes.

**“6. Committee on Education and Labor.**

“(a) Measures relating to education or labor generally.

“(b) Child labor.

“(c) Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.

“(d) Convict labor and the entry of goods made by convicts into interstate commerce.

“(e) Labor standards.

“(f) Labor statistics.

“(g) Mediation and arbitration of labor disputes.

“(h) Regulation or prevention of importation of foreign laborers under contract.

“(i) School-lunch program.

“(j) United States Employees' Compensation Commission.

“(k) Vocational rehabilitation.

“(l) Wages and hours of labor.

“(m) Welfare of miners.

**“7. Committee on Foreign Affairs.**

“(a) Relations of the United States with foreign nations generally.

“(b) Acquisition of land and buildings for embassies and legations in foreign countries.

“(c) Establishment of boundary lines between the United States and foreign nations.

“(d) Foreign loans.

“(e) International conferences and congresses.



- “(f) Intervention abroad and declarations of war.
- “(g) Measures relating to the diplomatic service.
- “(h) Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.
- “(i) Neutrality.
- “(j) Protection of American citizens abroad and expatriation.
- “(k) The American National Red Cross.
- “(l) United Nations Organization and international financial and monetary organizations.

**“8. Committee on Government Operations.**

- “(a) Budget and accounting measures, other than appropriations.
- “(b) Reorganizations in the executive branch of the Government.
- “(c) Such committee shall have the duty of—
  - “(1) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;
  - “(2) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;
  - “(3) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;
  - “(4) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.
- “(d) For the purpose of performing such duties, the committee, or any subcommittee thereof when authorized by the committee, is authorized to sit, hold hearings, and act at such times and places within the United States, whether or not the House is in session, is in recess, or has adjourned, to require by subpoena or otherwise the attendance of such witnesses and the production of such papers, documents, and books, and to take such testimony as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or of any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

**“9. Committee on House Administration.**

- “(a) Appropriations from the contingent fund.
- “(b) The auditing and settling of all accounts which may be charged to the contingent fund.
- “(c) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.
- “(d) Except as provided in clause 15d, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.
- “(e) Except as provided in clause 15 (d), matters relating to the Smithsonian Institution and the incorporation of similar institutions.
- “(f) Expenditure of the contingent fund of the House.
- “(g) Matters relating to printing and correction of the Congressional Record.
- “(h) Measures relating to accounts of the House generally.

"(i) Measures relating to assignment of office space for Members and committees.

"(j) Measures relating to the disposition of useless executive papers.

"(k) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.

"(l) Measures relating to services to the House, including the House Restaurant and administration of the House Office Building and of the House wing of the Capitol.

"(m) Measures relating to the travel of Members of the House.

"(n) Such committee shall also have the duty of—

"(1) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof;

"(2) examining all bills, amendments, and joint resolutions after passage by the House; and in cooperation with the Senate, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;

"(3) reporting to the Sergeant-at-Arms of the House the travel of Members of the House.

**"10. Committee on Interior and Insular Affairs.**

"(a) Forest reserves and national parks created from the public domain.

"(b) Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

"(c) Geological Survey.

"(d) Interstate compacts relating to apportionment of waters for irrigation purposes.

"(e) Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.

"(f) Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(g) Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.

"(h) Military parks and battlefields, and national cemeteries.

"(i) Mineral land laws and claims and entries thereunder.

"(j) Mineral resources of the public lands.

"(k) Mining interests generally.

"(l) Mining schools and experimental stations.

"(m) Petroleum conservation on the public lands and conservation of the radium supply in the United States.



"(n) Preservation of prehistoric ruins and objects of interest on the public domain.

"(o) Public lands generally, including entry, easements, and grazing thereon.

"(p) Relations of the United States with the Indians and the Indian tribes.

**"11. Committee on Interstate and Foreign Commerce.**

"(a) Interstate and foreign commerce generally.

"(b) Bureau of Standards, standardization of weights and measures, and the metric system.

"(c) Civil aeronautics.

"(d) Inland waterways.

"(e) Interstate oil compacts; and petroleum and natural gas, except on the public lands.

"(f) Public health and quarantine.

"(g) Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"(h) Regulation of interstate and foreign communications.

"(i) Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.

"(j) Regulation of interstate transmission of power, except the installation of connections between Government water power projects.

"(k) Securities and exchanges.

"(l) Weather bureau.

**"12. Committee on the Judiciary.**

"(a) Judicial proceedings, civil and criminal, generally.

"(b) Apportionment of Representatives.

"(c) Bankruptcy, mutiny, espionage, and counterfeiting.

"(d) Civil liberties.

"(e) Constitutional amendments.

"(f) Federal courts and judges.

"(g) Holidays and celebrations.

"(h) Immigration and naturalization.

"(i) Interstate compacts generally.

"(j) Local courts in the Territories and possessions.

"(k) Measures relating to claims against the United States.

"(l) Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"(m) National penitentiaries.

"(n) Patent Office.

"(o) Patents, copyrights, and trade-marks.

"(p) Presidential succession.

"(q) Protection of trade and commerce against unlawful restraints and monopolies.

"(r) Revision and codification of the statutes of the United States.

"(s) State and Territorial boundary lines.

**"13. Committee on Merchant Marine and Fisheries.**

"(a) Merchant marine generally.

"(b) Coast and Geodetic Survey.

"(c) Coast Guard, including lifesaving service, lighthouses, light-ships, and ocean derelicts.

"(d) Fisheries and wildlife, including research, restoration, refuges, and conservation.

“(e) Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.

“(f) Merchant marine officers and seamen.

“(g) Navigation and the laws relating thereto, including pilotage.

“(h) Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and interoceanic canals generally.

“(i) Registering and licensing of vessels and small boats.

“(j) Rules and international arrangements to prevent collisions at sea.

“(k) United States Coast Guard and Merchant Marine Academies.

**“14. Committee on Post Office and Civil Service.**

“(a) Census and the collection of statistics generally.

“(b) Federal civil service generally.

“(c) National Archives.

“(d) Postal-savings banks.

“(e) Postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

“(f) Status of officers and employees of the United States, including their compensation, classification, and retirement.

**“15. Committee on Public Works.**

“(a) Flood control and improvement of rivers and harbors.

“(b) Measures relating to the Capitol Building and the Senate and House Office Buildings.

“(c) Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.

“(d) Measures relating to the construction or reconstruction, maintenance, and care of buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

“(e) Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

“(f) Oil and other pollution of navigable waters.

“(g) Public buildings and occupied or improved grounds of the United States generally.

“(h) Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

“(i) Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).

“(j) Water power.

**“16. Committee on Rules.**

“(a) The rules, joint rules, and order of business of the House.

“(b) Recesses and final adjournments of Congress.

“(c) The Committee on Rules is authorized to sit and act whether or not the House is in session.

**“17. Committee on Un-American Activities.**



“(a) Un-American activities.

“(b) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (1) the extent, character, and objects of Un-American propaganda activities in the United States, (2) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (3) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

“The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

“For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

**“18. Committee on Veterans’ Affairs.**

“(a) Veterans’ measures generally.

“(b) Compensation, vocational rehabilitation, and education of veterans.

“(c) Life insurance issued by the Government on account of service in the armed forces.

“(d) Pensions of all the wars of the United States, general and special.

“(e) Readjustment of servicemen to civil life.

“(f) Soldiers’ and sailors’ civil relief.

“(g) Veterans’ hospitals, medical care, and treatment of veterans.

**“19. Committee on Ways and Means.**

“(a) Customs, collection districts, and ports of entry and delivery.

“(b) National social security.

“(c) Reciprocal trade agreements.

“(d) Revenue measures generally.

“(e) Revenue measures relating to the insular possessions.

“(f) The bonded debt of the United States.

“(g) The deposit of public moneys.

“(h) Transportation of dutiable goods.

**“20.** The following-named committees shall have leave to report at any time on the matters herein stated namely: The Committee on Appropriations—on the general appropriation bills; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Interior and Insular Affairs—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide

settlers, and bills for the admission of new States; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; the Committee on Rules—on rules, joint rules, and order of business; the Committee on Veterans' Affairs—on general pension bills; the Committee on Ways and Means—on bills raising revenue.

"21. It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last three days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

"22. The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report within seven legislative days thereafter, any member of the Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

"23. The Committee on House Administration shall make final report to the House in all contested-election cases not later than six months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed nine months.

"24. Each standing committee of the House (other than the Committee on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the Chairman as he may deem necessary and each such committee shall meet to consider any bill or resolution pending before it; (a) on all regular meeting days selected by the committee; (b) upon the call of the chairman of the committee; (c) if the chairman of the committee, after three days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee for a called special meeting of the



committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.<sup>5</sup>

"25.<sup>6</sup> (a) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees.

"(b) Each committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

"(c) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the House and all Members of the House shall have access to such records. Each committee is authorized to have printed and bound testimony and other data presented at hearings held by the committee.

"(d) It shall be the duty of the chairman of each committee to report or cause to be reported promptly to the House any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

"(e) No measure or recommendation shall be reported from any committee unless a majority of the committee were actually present.

"(f) Each committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentation to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

"(g) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

"26. To assist the House in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the House shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the House by the agencies in the executive branch of the Government.<sup>7</sup>

"(27).<sup>8</sup> (a) Each standing committee (other than the Committee on Appropriations) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee

<sup>5</sup> Incorporates sec. 133 (a). See *infra*, note 13.

<sup>6</sup> Subpars. (b)-(g) are taken from secs. 133 (b), 202 (d), 133 (c), 133 (d), 133 (e), and 133 (f), respectively. Subpar. (c) was taken from sec. 202 (d). See *infra*, notes 13 and 23, and notes 90-96, pp. 71-72. The House incorporated these subparagraphs in Rule XI, H. Res. 5, 83d Cong.

<sup>7</sup> Taken from sec. 136. See *infra*, note 17.

<sup>8</sup> Subpars. (a)-(d) are taken from secs. 202 (a), (c), (e), (b), and (f), respectively. See *infra*, note 21 and notes 125-127 and 129-130, pp. 78-80.

may deem advisable. Services of professional staff members may be terminated by majority vote of the committee. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

"(b) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.

"(c) The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000, and the clerical staff shall receive annual compensation up to \$8,000.<sup>9</sup>

"(d) Subject to appropriations hereby authorized, the Committee on Appropriations may appoint such staff, in addition to the clerk thereof and assistants for the minority, as it by majority vote determines to be necessary, such personnel, other than minority assistants, to possess such qualifications as the committee may prescribe.

"(e) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on House Administration.

"28. Each committee shall report to the Clerk of the House within fifteen days after December 31 and June 30 of each year the name, profession, and total salary of each person employed by such committee or any subcommittee thereof during the period covered by such report, and shall make an accounting of funds made available to and expended by such committee or subcommittee during such period, and such information when reported shall be published in the Congressional Record.<sup>10</sup>

"29. No committee of the House, except the Committees on Government Operations, Rules, and Un-American Activities, shall sit, without special leave, while the House is in session."<sup>11</sup>

#### DELEGATES AND RESIDENT COMMISSIONER

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

### "RULE XII

#### "DELEGATES AND RESIDENT COMMISSIONER

"The Delegate from Hawaii and the Resident Commissioner to the United States from Puerto Rico shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and Interior and Insular Affairs, and the Delegate from Alaska shall be elected to serve as an additional member on the Committees on Agriculture, Armed Services, Merchant Marine and Fisheries, and Interior

<sup>9</sup> Applies only to the House. Sec. 202 (e) governs the Senate. See *infra*, note 24.

<sup>10</sup> This is taken from sec. 134 (b) and incorporates changes made by the Senate. See *infra*, note 15.

<sup>11</sup> This is taken from sec. 134 (c). See *infra*, note 16.



and Insular Affairs; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider."

#### REFERENCE OF PRIVATE CLAIMS BILLS

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs or to the Committee on the Judiciary."

#### PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

##### PRIVATE BILLS BANNED

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under chapter 171 of the Judicial Code, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.<sup>12</sup>

##### CONGRESSIONAL ADJOURNMENT

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

##### COMMITTEE PROCEDURE<sup>13</sup>

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.

<sup>12</sup> The House adopted this section as House rule XXII, par. (2). The House version is identical except that in place of the language "under chapter 171 of the Judicial Code," the House substituted "under the Tort Claims Procedure as provided in title 28, United States Code."

<sup>13</sup> The House adopted sec. 133 as House rule XI, pars. 24 and 25 (b), (d), (e), (f), and (g). See *supra*, pp. 21-22.

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

#### COMMITTEE POWERS

SEC. 134. (a)<sup>14</sup> Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words. The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every six months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every three months.<sup>15</sup>

(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave, while the Senate or the House, as the case may be, is in session.<sup>16</sup>

#### CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it

<sup>14</sup> This subsection was made applicable to the Select Committee on Small Business by Public Law 759, 81st Cong.

<sup>15</sup> This section was superseded in the Senate by S. Res. 123, 80th Cong. (June 10, 1947), and in the House by Public Law 197, 80th Cong. (July 17, 1947), which require committees and subcommittees of the Senate and the House to file personnel and payroll reports with the Secretary of the Senate and the Clerk of the House, respectively, within 15 days after December 31 and June 30 of each year. See *infra*, note 116, p. 75.

<sup>16</sup> This governs the Senate only. The House is now governed by par. 29 of House rule XI, agreed to on January 3, 1953. Reference to the Senate has been eliminated and the Committees on Government Operations, Rules, and Un-American Activities were excepted from its application. H. Res. 5, 83d Cong. See *supra*, note 11.



shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

#### LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.<sup>17</sup>

#### DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

#### LEGISLATIVE BUDGET

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress

<sup>17</sup> The House adopted this section as par. 26 of House rule XI. H. Res. 5, 83d Cong. See *supra*, note 7.

that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ .”

#### HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision re-appropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposition of funds resulting from the sale of Government property or services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

#### RECORDS OF CONGRESS

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.<sup>18</sup>

#### PRESERVATION OF COMMITTEE HEARINGS

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

<sup>18</sup> Executed.



## EFFECTIVE DATE

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this Act.

## TITLE II—MISCELLANEOUS

## PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

## INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 per centum; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.<sup>19</sup>

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.<sup>20</sup>

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

## COMMITTEE STAFFS

SEC. 202.<sup>21</sup> (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk

<sup>19</sup> Increased by an additional 5 percent by the act of October 28, 1949 (Public Law 430, 81st Cong.); increased by an additional 10 percent (no less than \$330 nor more than \$800 per annum) by the act of October 24, 1951 (Public Law 201, 82d Cong.). The presiding officers of both Houses were excluded from these increases. See *infra*, note 125, p. 78.

<sup>20</sup> For fiscal year 1954, \$55,410 was appropriated for clerical assistance to the Vice President, and \$47,285 for clerical assistance for the Office of the Speaker (Public Law 178, 83d Cong.).

<sup>21</sup> Subpars. (a), (b), (c), and (e) were incorporated by the House in subpars. 27 (a), (d), (b), and (c), respectively, of rule XI. H. Res. 5, 83d Cong. See *supra*, note 8.

thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution Numbered 50, adopted January 9, 1945.

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work.<sup>22</sup>

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.<sup>23</sup>

(e) The professional staff members of the standing committees shall receive basic annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive basic annual compensation up to \$8,000.<sup>24</sup>

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

(g) \* \* \* 25

(h) <sup>26</sup> Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Ap-

<sup>22</sup> Increases in the clerical staffs of various committees "until otherwise provided by law" have been authorized from time to time.

<sup>23</sup> Subpar. (d) was incorporated by the House in subpar. 25 (c) of rule XI. H. Res. 5, 83d. Cong. See *supra*, note 6.

<sup>24</sup> Compensation of the clerical staffs of standing committees in the Senate is governed by the act of June 14, 1948 (Public Law 641, 80th Cong.), which provided that " \* \* \* the annual rates of compensation for the clerical staff of each standing committee of the Senate (other than the Appropriations Committee) shall be \$2,000 to \$8,000 for 1 chief clerk and 1 assistant clerk; and \$2,000 to \$3,720 for not to exceed 4 other clerical assistants.

"The annual rates of compensation for the clerical staff of the Appropriations Committee shall be as follows: 1 chief clerk and 1 assistant chief clerk, and 2 assistant clerks at \$5,600 to \$8,000; such assistant clerks as may be necessary at \$3,820 to \$5,600; and such other clerical assistants as may be necessary at \$2,000 to \$3,720.

"Such compensation shall be fixed by the chairman of each such committee."

The House retained subpar. (e) and incorporated it as par. 27 (c) of rule XI. See *supra*, note 9.

<sup>25</sup> Repealed. See *infra*, p. 80 for language repealed.

<sup>26</sup> Executed.



propriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this Act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this Act, the Committee on Rules and Administration of the Senate with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

#### LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for <sup>27</sup> a bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification

<sup>27</sup> The word "for" was erroneously included in the original public law. It should read "having".

Act of 1949: *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.<sup>23</sup>

#### OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:<sup>29</sup>

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

#### STUDIES BY COMPTROLLER GENERAL

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation Acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

<sup>23</sup> Clauses (1)-(3) have been executed. For the fiscal year ending June 30, 1954, \$901,721 was appropriated, subject to the proviso that "no part of this appropriation may be used to pay any salary or expense in connection with any publication, or preparation of material therefor (except the Digest of Public General Bills), to be issued by the Library of Congress unless such publication has obtained prior approval of either the Committee on House Administration or the Senate Committee on Rules and Administration." Public Law 178, 83d Cong.

<sup>29</sup> Subsecs. (1)-(4) have been executed. For the fiscal year 1954, \$239,000 was appropriated, of which \$125,000 was for the Senate and \$114,000 for the House of Representatives. Public Law 178, 83d Cong.



## EXPENDITURE ANALYSES BY COMPTROLLER GENERAL

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be submitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments,<sup>30</sup> to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

## CORRECTION OF MILITARY AND NAVAL RECORDS

SEC. 207. (a) The Secretaries of the Army, Navy and Air Force and the Secretary of the Treasury (with respect to the Coast Guard), respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective Departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or remove an injustice, and corrections so made shall be final and conclusive on all officers of the Government except when procured by means of fraud: *Provided*, That procedures set up by the Secretaries of the Army, Navy and Air Force in accordance with this subsection shall be approved by the Secretary of Defense: *Provided further*, That no corrective action shall be taken under this subsection unless the request therefor be filed by claimant, his heirs at law, or legal representatives within three years after his or their discovery of the alleged error or injustice, or within ten years after the date of enactment of this Act, whichever be the later: *Provided further*, That the failure to file the request by claimant, his heirs at law, or legal representative, within three years after his or their discovery of the alleged error or injustice may be excused by such board of civilian officers or employees of the respective Departments upon finding by it that it is in the interest of justice to excuse such failure to file within the prescribed time in which event action shall be taken in the same manner as if the request had been filed within the three years as prescribed herein.

(b) The Department concerned is authorized to pay, out of applicable current appropriations, claims of any persons, their heirs at law or legal representatives as hereinafter provided, of amounts paid as fines, forfeitures, or for losses of pay (including retired or retirement pay), allowances, compensation, emoluments, or other monetary benefits, as the case may be, which are found to be due on account of military or naval service as a result of the action heretofore taken pursuant to section 207 of the Legislative Reorganization Act of 1946, or hereafter taken pursuant to subsection (a) of this section: *Provided*, That in the case of deceased persons where no demand is presented by a duly appointed legal representative of the estate, payments other-

<sup>30</sup> In the Senate, the name of this committee was changed to the Committee on Government Operations by S. Res. 280, 82d Cong. It was changed in the House by H. Res. 647, 82d Cong. See also H. Res. 735, 82d Cong.

wise due hereunder shall be made to the decedent's widow, widower, legal heirs, or beneficiaries, in the order of precedence or succession as may be prescribed by the applicable provisions of law relating to the kind of payment involved and when not otherwise so provided, in the order of precedence as set forth in the Act of February 25, 1946 (60 Stat. 30), or as may be prescribed by the applicable provisions of law relating to the kind of payment involved.

(1)<sup>31</sup> This subsection shall not be deemed to authorize the payment of any claim heretofore compensated by Congress through enactment of a private law.

(c) The acceptance by the claimant of any settlement made pursuant to subsection (b) of this section shall constitute a complete release by the claimant of any claim against the United States on account of such correction of record.

(d) Applicable current appropriations shall be available for payment of such sums as may be due for continuing the pay (including retired or retirement pay), allowances, compensation, emoluments, and other monetary benefits to persons who shall have received payment pursuant to the provisions of subsection (b) of this section and who may be entitled to such continuing payments as a result of the correction of their military or naval records: *Provided*, That continuing payments are authorized to be made to such personnel for not more than one year following the date of the correction or one year following the date of enactment of this Act, whichever be the later, without the necessity of reenlistment, appointment, or reappointment to the grade, rank, or office to which such pay (including retired or retirement pay) allowances, compensation, emoluments, and other monetary benefits are attached, and such reenlistments, appointments, and reappointments are hereby authorized by the Secretary concerned without regard to other qualifications.

(e) The Secretary of Defense and the Secretary of the Treasury, for their respective Departments, shall make semiannual reports to the Congress of all claims paid under this subsection during the period covered by such report. Each such report shall include, with respect to each such claim, a statement of the amount paid, to whom, and a brief description of the claim.

(f) Nothing in this Act shall be construed to authorize the payment of any amount as compensation for any benefit to which the claimant might subsequently become entitled under the laws and regulations administered by the Administrator of Veterans' Affairs.

#### TEMPORARY APPOINTMENTS—HOUSE OF REPRESENTATIVES

SEC. 208. (a) In case of a vacancy, from whatever cause, in the office of Clerk, Sergeant at Arms, Doorkeeper, Postmaster, or Chaplain, of the House of Representatives, or in case of the incapacity or inability of the incumbent of any such office to perform the duties thereof the Speaker of the House of Representatives may appoint a person to act as, and to exercise temporarily the duties of, Clerk, Sergeant at Arms, Doorkeeper, Postmaster, or Chaplain as the case may be, until a person is chosen by the House of Representatives and duly qualifies as Clerk, Sergeant at Arms, Doorkeeper, Postmaster,

<sup>31</sup> Numbering as in original. See Public Law 220, 82d Cong.



or Chaplain, as the case may be, or until the termination of the incapacity or inability of the incumbent.

(b) Any person appointed pursuant to this section shall exercise all the duties, shall have all the powers, and shall be subject to all the requirements and limitations applicable with respect to one chosen by the House of Representatives to fill the office involved; but nothing in this section shall be held to amend, repeal, or otherwise affect section 7 of the Legislative Branch Appropriation Act, 1943 (2 U. S. C., sec. 75a).

(c) Any person appointed pursuant to this section shall be paid the compensation which he would receive if he were chosen by the House of Representatives to fill the office involved, unless such person is currently serving in any office or position the compensation for which is paid from the funds of the United States, in which case he shall receive no compensation for services rendered pursuant to his appointment under this section, and his compensation for performing the duties of such office other than the one to which he is appointed pursuant to this section shall be in full discharge for all services he performs for the United States while serving in such dual capacity.

## PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

### IMPROVEMENT OF CONGRESSIONAL RECORD

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the Daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

#### JOINT COMMITTEE ON PRINTING

SEC. 222. Section 1 of the Act entitled "An Act Providing for the public printing and binding and the distribution of public documents", approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

#### JOINT COMMITTEE ON THE LIBRARY

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

#### TRANSFER OF FUNCTIONS

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date

of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this Act, hereby transferred to that standing committee created by this Act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of the Committee on Civil Service<sup>32</sup> of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this Act shall be members of the National Archives Council.

#### JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1".<sup>33</sup>

#### ECONOMIC REPORT OF THE PRESIDENT

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the President) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session".

### PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

#### REMODELING OF CAUCUS ROOMS AND RESTAURANTS

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.<sup>34</sup>

#### ASSIGNMENT OF CAPITOL SPACE

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

#### SENATE AND HOUSE PAGES

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed

<sup>32</sup> The name of this committee was changed to the Committee on Post Office and Civil Service by S. Res. 99, 80th Cong. Public Law 754, 81st Cong., terminated the existence of the National Archives Council and established the Federal Records Council in its place. Members of the Council from the legislative branch are now designated by the President of the Senate and the Speaker of the House of Representatives.

<sup>33</sup> Section 5 (b) (3) of the Employment Act of 1946 was further amended by the act of February 2, 1948 (Public Law 405, 80th Cong.), which changed the date for filing the report from February 1 to March 1.

<sup>34</sup> Executed.



to enter into an arrangement with the Board of Education of the District of Columbia for the education of Congressional pages and pages of the Supreme Court in the public school system of the District. Such arrangement shall include provision for reimbursement to the District of Columbia for any additional expenses incurred by the public school system of the District in carrying out such arrangement.<sup>35</sup>

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

#### AUTHORIZATION OF APPROPRIATIONS AND PERSONNEL

SEC. 244. All necessary funds required to carry out the provisions of this Act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this Act under their respective jurisdictions.

#### EFFECTIVE DATE

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

### TITLE III—REGULATION OF LOBBYING ACT

#### SHORT TITLE

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act".

#### DEFINITIONS

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

<sup>35</sup> The act of March 22, 1947 (Public Law 20, 80th Cong.), made these educational facilities available, after January 2, 1947, for the education of "such other minors who are congressional employees as may be certified by the Secretary of the Senate and the Clerk of the House of Representatives to receive such education."

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

#### DETAILED ACCOUNTS OF CONTRIBUTIONS

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

#### RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof rendered <sup>36</sup> to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

#### STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

<sup>36</sup> As in original. It should read "render".



(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### STATEMENT PRESERVED FOR TWO YEARS

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, District of Columbia, but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of two years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### PERSONS TO WHOM APPLICABLE

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

#### REGISTRATION WITH SECRETARY OF THE SENATE AND CLERK OF THE HOUSE

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United

States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the Congressional Record.

#### REPORTS AND STATEMENTS TO BE MADE UNDER OATH

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

#### PENALTIES

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than twelve months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of three years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon



conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment.

#### EXEMPTION

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

### TITLE IV—FEDERAL TORT CLAIMS ACT <sup>37</sup>

SEC. 401. \* \* \*

\* \* \* \* \*

SEC. 424. \* \* \*

### TITLE V—GENERAL BRIDGE ACT <sup>38</sup>

SEC. 501. \* \* \*

\* \* \* \* \*

SEC. 511. \* \* \*

### TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

#### COMPENSATION OF MEMBERS OF CONGRESS <sup>39</sup>

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives shall be at the rate of \$30,000 per annum.

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Con-

<sup>37</sup> The Federal Tort Claims Act (secs. 401-423), as amended, was repealed by the act of June 25, 1948 (Public Law 773, 80th Cong., 62 Stat. 1008). Its provisions were incorporated into ch. 171 of the Judicial Code (62 Stat. 982-985, secs. 2671-2680, title 28, U. S. C.—Judiciary and Judicial Proceedings) as amended by the act of April 25, 1949 (63 Stat. 62), the act of May 24, 1949 (63 Stat. 106), and the act of July 16, 1949 (63 Stat. 444). Sec. 424 related to inapplicable statutes and its repeal was not considered necessary.

<sup>38</sup> The General Bridge Act of 1946, as amended, is contained in title 33 of the U. S. C., secs. 525-533.

<sup>39</sup> The act of August 7, 1953 (Public Law 220, 83d Cong.), established a Commission on Judicial and Congressional Salaries, which is required to "determine appropriate rates of salaries for \* \* \* the Vice President, the Speaker of the House of Representatives, and Members of Congress, in order to provide fair and reasonable compensation to such officials and \* \* \* to report its findings on or before January 15, 1954, to the President, \* \* \* the President of the Senate, and the Speaker of the House of Representatives."

"Within sixty legislative days after submission of the report of the Commission, the Congress shall consider the report and enact legislation establishing \* \* \* the salaries and mileage of Members of Congress, including the Vice President and the Speaker of the House. Such rates shall not be less than those prevailing on the date of enactment hereof (including the amount of the expense allowance herein described) and shall not exceed those otherwise provided by law."

Any rates becoming effective as a result of congressional action are to be in lieu of those otherwise provided by law, and, in the case of the Vice President, the Speaker of the House of Representatives and Members of Congress, they are to be in lieu of expense allowances now provided for.

gress, Delegate from the Territories, Resident Commissioner from Puerto Rico, an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which no accounting, other than for income tax purposes shall be made;<sup>40</sup> such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.<sup>41</sup>

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.<sup>42</sup>

#### RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government".

(b) Such Act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this Act—

"(1) This Act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this Act. Such notice may be given by a Member of Congress within six months after the date of enactment of the Legislative Reorganization Act of 1946 or within six months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this Act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 per centum of his basic salary, pay, or compensation for such services, together

<sup>40</sup> The expense allowance of the Speaker was increased to \$10,000 per year by sec. 111 (e) of the act of January 19, 1949 (Public Law 2, 81st Cong.).

Public Law 471, 82d Cong., provided that "for the two taxable years beginning after December 31, 1952, the place of residence of a Member of Congress (including any Delegate and Resident Commissioner) within the State, congressional district, Territory, or possession which he represents in Congress shall be considered to be his home for the purpose of" deducting living expenses when away from home on business, "but amounts expended by such Member within each taxable year for living expenses shall not be deductible for income tax purposes in excess of \$3,000." Public Law 178, 83d Cong., made this provision permanent. See *infra*, note 153, p. 91.

<sup>41</sup> Executed.

<sup>42</sup> *Ibid.*



with interest computed at the rate of 4 per centum per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 per centum of such basic salary, pay, or compensation.<sup>43</sup>

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least six years of service as a Member of Congress and have attained the age of sixty-two years, except that any such Member who shall have had at least five years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this Act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last five years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last five years of service, the amounts specified in paragraph (2) of this section with respect to so much of such five years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such five years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4,<sup>44</sup> the annuity of a Member of Congress shall be an amount equal to 2½ per centum of his average annual basic salary,<sup>45</sup> pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of six years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 per centum compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 per centum

<sup>43</sup> For the purpose of computing retirement deductions and paying annuities, the salary of the Speaker of the House of Representatives is \$20,000 per year and the statutory increase of \$10,000 per year provided for by the act of January 19, 1949 (Public Law 2, 81st Cong.), is disregarded.

Under Public Law 220, 83d Cong., the new rates of compensation will include and be in lieu of any allowances (sec. 3 (b)), and the full amount of such compensation "shall be taken into account for the purposes of" retirement deductions (sec. 3 (d)).

<sup>44</sup> Sec. 4 (d), referred to herein, formerly provided that in the case of persons electing to receive reduced annuities with survivorship benefits under such section, " \* \* \* no election in lieu of the life annuity provided herein shall become effective in case an employee dies within thirty days after the effective date of retirement, and in the event of such death within this period, such death shall be considered as a death in active service." The act of February 28, 1948 (Public Law 426, 80th Cong.), eliminated this restriction as it applied to all persons covered by the Civil Service Retirement Act of 1930, as amended, except Members of Congress. However, the act of April 4, 1953 (Public Law 18, 83d Cong.), eliminated this restriction as it applied to Members of Congress, effective January 1, 1953.

<sup>45</sup> The Act of June 19, 1948 (Public Law 707, 80th Cong.), provided that a Member of Congress who leaves his office to serve as a member of the Armed Forces of the United States during time of war or of national emergency as proclaimed by the President or declared by the Congress shall be deemed to have continued as a Member of Congress for the purposes of computing retirement service.

compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

“(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

“(8) Nothing contained in this Act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least six years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

“(9) No provision of this or any other Act relating to automatic separation from the service shall be applicable to any Member of Congress.

“(10) As used in this section, the term ‘Member of Congress’ means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term ‘service as a Member of Congress’ shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member.”

Approved August 2, 1946.





## PART II

[PUBLIC LAW 601—79TH CONGRESS]

[CHAPTER 753—2D SESSION]

[S. 2177]

AN ACT

To provide for increased efficiency in the legislative branch of the Government.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

### SHORT TITLE

That (a) this Act, divided into titles and sections according to the following table of contents, may be cited as the “Legislative Reorganization Act of 1946”:

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Sec. 101. Rule-making power of the Senate and House.

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- Committee on Appropriations.
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- Committee on *Post Office and Civil Service*.
- Committee on the District of Columbia.
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- Committee on Finance.
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- Committee on Foreign Affairs.
- Committee on Government Operations.*



## PART 2—RULES OF THE HOUSE OF REPRESENTATIVES—continued

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*Committee on Interior and Insular Affairs.*  
 Committee on Interstate and Foreign Commerce.  
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## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

- Sec. 601. Compensation of Members of Congress.
- Sec. 602. Retirement pay of Members of Congress.

## SEPARABILITY CLAUSE

(b) If any provision of this Act or the application thereof to any person or circumstances is held invalid, the validity of the remainder of the Act and of the application of such provision to other persons and circumstances shall not be affected thereby.

## TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

## RULE-MAKING POWER OF THE SENATE AND HOUSE

SEC. 101. The following sections of this title are enacted by the Congress:

(a) As an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith; and

(b) With full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

## PART 1—STANDING RULES OF THE SENATE

STANDING COMMITTEES OF THE SENATE<sup>1</sup>

SEC. 102. Rule XXV of the Standing Rules of the Senate is amended to read as follows:

<sup>1</sup> The Select Committee on Small Business was created on February 20, 1950, by S. Res. 58, 81st Cong. It is authorized " \* \* \* to study and survey by means of research and investigation all problems of American small business enterprises and to obtain all facts possible in relation thereto which would \* \* \* aid the Congress in enacting remedial legislation, and to report to the Senate from time to time the results of such studies and surveys." It has no authority to receive or report legislation.

The Joint Committee on Atomic Energy was created by the act of August 1, 1946 (Public Law 585, 80th Cong.). It is composed of 9 Members of the Senate, appointed by the President of the Senate, and 9 Members of the House, appointed by the Speaker. It is authorized to "make continuing studies of the activities of the Atomic Energy Commission and of problems relating to the development, use, or control of atomic energy \* \* \*", and its members are authorized to make recommendations to their respective Houses from time to time. S. Res. 63, 80th Cong., vested in the Senate members of the joint committee the same "powers and authority in connection with the holding of hearings and



## "RULE XXV

## "STANDING COMMITTEES

"(1) The following standing committees shall be appointed at the commencement of each Congress, with leave to report by bill or otherwise:

"(a) **Committee on Agriculture and Forestry**, to consist of [thirteen] *fifteen*<sup>2</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Agriculture generally.
- "2. Inspection of livestock and meat products.
- "3. Animal industry and diseases of animals.
- "4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.
- "5. Agricultural colleges and experiment stations.
- "6. Forestry in general, and forest reserves other than those created from the public domain.
- "7. Agricultural economics and research.
- "8. Agricultural and industrial chemistry.
- "9. Dairy industry.
- "10. Entomology and plant quarantine.
- "11. Human nutrition and home economics.
- "12. Plant industry, soils, and agricultural engineering.
- "13. Agricultural educational extension services.
- "14. Extension of farm credit and farm security.
- "15. Rural electrification.
- "16. Agricultural production and marketing and stabilization of prices of agricultural products.
- "17. Crop insurance and soil conservation.

"(b) **Committee on Appropriations**, to consist of [twenty-one] *twenty-three*<sup>3</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Appropriation of the revenue for the support of the Government.

"(c) **Committee on Armed Services**, to consist of [thirteen] *fifteen*<sup>4</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Common defense generally.
- "2. The War Department and the Military Establishment generally.<sup>5</sup>
- "3. The Navy Department and the Naval Establishment generally.
- "4. Soldiers' and sailors' homes.

the conduct of investigations and reporting to the Senate thereon, with reference to appointments under \* \* \* Public Law 585, 79th Cong., that require the advice and consent of the Senate, as are possessed by the standing committees of the Senate in other matters requiring the advice and consent of the Senate."

Although neither of these committees are standing committees, they are noted here because they are vested with some of the powers of standing committees.

<sup>2</sup> Amended by S. Res. 18, 83d Cong.

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> Public Law 253, 80th Cong., changed the name 'War Department' to 'Department of the Army,' and the term 'Military Establishment' to 'National Military Establishment,' which includes the Departments of the Army, Navy, and Air Force. Public Law 216, 81st Cong., established the Department of Defense as successor to the National Military Establishment.

"5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.

"6. Selective service.

"7. Size and composition of the Army and Navy.

"8. Forts, arsenals, military reservations, and navy yards.

"9. Ammunition depots.

"10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.

"11. Conservation, development, and use of naval petroleum and oil shale reserves.

"12. Strategic and critical materials necessary for the common defense.

"(d) **Committee on Banking and Currency**, to consist of [thirteen] <sup>6</sup> fifteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Banking and currency generally.

"2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.

"3. Deposit insurance.

"4. Public and private housing.

"5. Federal Reserve System.

"6. Gold and silver, including the coinage thereof.

"7. Issuance of notes and redemption thereof.

"8. Valuation and revaluation of the dollar.

"9. Control of prices of commodities, rents, or services.

"(e) **Committee on Post Office and Civil Service**,<sup>7</sup> to consist of [thirteen] <sup>8</sup> eleven Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. The Federal civil service generally.

"2. The status of officers and employees of the United States, including their compensation, classification, and retirement.

"3. The postal service generally, including the railway mail service, the measures relating to ocean mail and pneumatic-tube service; but excluding post roads.

"4. Postal-savings banks.

"5. Census and the collection of statistics generally.

"6. The National Archives.

"(f) **Committee on the District of Columbia**, to consist of [thirteen] <sup>9</sup> nine Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

"2. Public health and safety, sanitation, and quarantine regulations.

"3. Regulation of sale of intoxicating liquors.

"4. Adulteration of food and drugs.

"5. Taxes and tax sales.

"6. Insurance, executors, administrators, wills, and divorce.

<sup>6</sup> Amended by S. Res. 18, 83d Cong.

<sup>7</sup> Amended by S. Res. 99, 80th Cong.

<sup>8</sup> See *supra*, note 6.

<sup>9</sup> *Ibid.*



"7. Municipal and juvenile courts.

"8. Incorporation and organization of societies.

"9. Municipal code and amendments to the criminal and corporation laws.

"(g) (1) **Committee on [Expenditures in the Executive Departments] *Government Operations***,<sup>10</sup> to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"(A) Budget and accounting measures, other than appropriations.

"(B) Reorganizations in the executive branch of the Government.

"(2) Such committee shall have the duty of—

"(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;

"(B) studying the operation of the Government activities at all levels with a view to determining its economy and efficiency;

"(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;

"(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.

"(h) **Committee on Finance**, to consist of [thirteen] *fifteen*<sup>11</sup> Senators to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Revenue measures generally.

"2. The bonded debt of the United States.

"3. The deposit of public moneys.

"4. Customs, collection districts, and ports of entry and delivery.

"5. Reciprocal trade agreements.

"6. Transportation of dutiable goods.

"7. Revenue measures relating to the insular possessions.

"8. Tariffs and import quotas, and matters related thereto.

"9. National social security.

"10. Veterans' measures generally.

"11. Pensions of all the wars of the United States, general and special.

"12. Life insurance issued by the Government on account of service in the armed forces.

"13. Compensation of veterans.

"(i) **Committee on Foreign Relations**, to consist of [thirteen] *fifteen*<sup>12</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Relations of the United States with foreign nations generally.

"2. Treaties.

"3. Establishment of boundary lines between the United States and foreign nations.

<sup>10</sup> Amended by S. Res. 280, 82d Cong.

<sup>11</sup> Amended by S. Res. 18, 83d Cong.

<sup>12</sup> *Ibid.*

- "4. Protection of American citizens abroad and expatriation.
- "5. Neutrality.
- "6. International conferences and congresses.
- "7. The American National Red Cross.
- "8. Intervention abroad and declarations of war.
- "9. Measures relating to the diplomatic service.
- "10. Acquisition of land and buildings for embassies and legations in foreign countries.
- "11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.
- "12. United Nations Organization and international financial and monetary organizations.
- "13. Foreign loans.

"(j) **Committee on Interstate and Foreign Commerce**, to consist of ~~thirteen~~ *fifteen*<sup>13</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Interstate and foreign commerce generally.
- "2. Regulation of interstate railroads, busses, trucks, and pipe lines.
- "3. Communication by téléphone, telegraph, radio, and television.
- "4. Civil aeronautics.
- "5. Merchant marine generally.
- "6. Registering and licensing of vessels and small boats.
- "7. Navigation and the laws relating thereto, including pilotage.
- "8. Rules and international arrangements to prevent collisions at sea.
- "9. Merchant marine officers and seamen.
- "10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.
- "11. Coast and Geodetic Survey.
- "12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.
- "13. The United States Coast Guard and Merchant Marine Academies.
- "14. Weather Bureau.
- "15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.
- "16. Inland waterways.
- "17. Fisheries and wildlife, including research, restoration, refuges, and conservation.
- "18. Bureau of Standards including standardization of weights and measures and the metric system.

"(k) **Committee on the Judiciary**, to consist of ~~thirteen~~ *fifteen*<sup>14</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

- "1. Judicial proceedings, civil and criminal, generally.
- "2. Constitutional amendments.
- "3. Federal courts and judges.
- "4. Local courts in the Territories and possessions.
- "5. Revision and codification of the statutes of the United States.
- "6. National penitentiaries.

<sup>13</sup> Amended by S. Res. 18, 83d Cong.

<sup>14</sup> *Ibid.*



"7. Protection of trade and commerce against unlawful restraints and monopolies.

"8. Holidays and celebrations.

"9. Bankruptcy, mutiny, espionage, and counterfeiting.

"10. State and Territorial boundary lines.

"11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.

"12. Civil liberties.

"13. Patents, copyrights, and trade-marks.

"14. Patent Office.

"15. Immigration and naturalization.

"16. Apportionment of Representatives.

"17. Measures relating to claims against the United States.

"18. Interstate compacts generally.

"(1) **Committee on Labor and Public Welfare**, to consist of thirteen Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Measures relating to education, labor, or public welfare generally.

"2. Mediation and arbitration of labor disputes.

"3. Wages and hours of labor.

"4. Convict labor and the entry of goods made by convicts into interstate commerce.

"5. Regulation or prevention of importation of foreign laborers under contract.

"6. Child labor.

"7. Labor statistics.

"8. Labor standards.

"9. School-lunch program.

"10. Vocational rehabilitation.

"11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.

"12. United States Employees' Compensation Commission.

"13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeth's Hospital.

"14. Public health and quarantine.

"15. Welfare of miners.

"16. Vocational rehabilitation and education of veterans.

"17. Veterans' hospitals, medical care and treatment of veterans.

"18. Soldiers' and sailors' civil relief.

"19. Readjustment of servicemen to civil life.

"(m) **Committee on [Public Lands] Interior and Insular Affairs**,<sup>15</sup> to consist of [thirteen] *fifteen*<sup>16</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Public lands generally, including entry, easements, and grazing thereon.

"2. Mineral resources of the public lands.

"3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.

<sup>15</sup> Amended by S. Res. 179, 80th Cong.

<sup>16</sup> See *supra*, note 13.

"4. Forest reserves and national parks created from the public domain.

"5 Military parks and battlefields, and national cemeteries.

"6. Preservation of prehistoric ruins and objects of interest on the public domain.

"7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.

"8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.

"9. Interstate compacts relating to apportionment of waters for irrigation purposes.

"10. Mining interests generally.

"11. Mineral land laws and claims and entries thereunder.

"12. Geological survey.

"13. Mining schools and experimental stations.

"14. Petroleum conservation and conservation of the radium supply in the United States.

"15. Relations of the United States with the Indians and the Indian tribes.

"16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.

"(n) **The Committee on Public Works**, to consist of [thirteen] *eleven*<sup>17</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:

"1. Flood control and improvement of rivers and harbors.

"2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).

"3. Water power.

"4. Oil and other pollution of navigable waters.

"5. Public buildings and occupied or improved grounds of the United States generally.

"6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.

"7. Measures relating to the Capitol building and the Senate and House Office Buildings.

"8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.

"9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.

"10. Measures relating to the construction or maintenance of roads and post roads.

"(o) (1) **Committee on Rules and Administration**, to consist of [thirteen] *nine*<sup>18</sup> Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

<sup>17</sup> Amended by S. Res. 18, 83d Cong.

<sup>18</sup> *Ibid.*



“(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.

“(B) Except as provided in paragraph (n) 8, matters relating to the Library of Congress and the Senate Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.

“(C) Except as provided in paragraph (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.

“(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.

“(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; administration of the Senate Office Building and of the Senate Wing of the Capitol; assignment of office space; and services to the Senate.

“(F) Matters relating to printing and correction of the Congressional Record.

“(2) [Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate.]<sup>19</sup> Such committee shall also have the duty of assigning office space in the Senate Wing of the Capitol and in the Senate Office Building.

“(3)<sup>20</sup> Each standing committee shall continue and have the power to act until their successors are appointed.

“(3) (a) *Except as provided in paragraph (b) of this subsection, each standing committee and each subcommittee of any such committee is authorized to fix the number of its members (but not less than one-third of its entire membership) who shall constitute a quorum thereof for the transaction of such business as may be considered by said committee, subject to the provisions of section 133 (d) of the Legislative Reorganization Act of 1946.*<sup>21</sup>

“(b) *Each standing committee, and each subcommittee of any such committee, is authorized to fix a lesser number than one-third of its entire membership who shall constitute a quorum thereof for the purpose of taking sworn testimony.*<sup>22</sup>

“(4) Each Senator shall serve on two standing committees and no more; except that *not to exceed fourteen* Senators of the majority

<sup>19</sup> Amended by S. Res. 55, 80th Cong., which transferred this authority to the Secretary of the Senate by an amendment to rule XIV.

<sup>20</sup> This subsection was numbered erroneously in the original public law. It should be (2).

<sup>21</sup> Amended by S. Res. 180, 81st Cong.

<sup>22</sup> *Ibid.*

party, and not to exceed three Senators of the minority party, who are members of the Committee on the District of Columbia, [or of the Committee on Expenditures in the Executive Departments] the Committee on Government Operations<sup>23</sup> or the Committee on Post Office and Civil Service may serve on three standing committees and no more.”<sup>24</sup>

#### APPROPRIATIONS

SEC. 103. Rule XVI of the Standing Rules of the Senate is amended to read as follows:

#### “RULE XVI

##### “AMENDMENTS TO APPROPRIATION BILLS

“1. All general appropriation bills shall be referred to the Committee on Appropriations, and no amendments shall be received to any general appropriation bill the effect of which will be to increase an appropriation already contained in the bill, or to add a new item of appropriation, unless it be made to carry out the provisions of some existing law, or treaty stipulation, or Act, or resolution previously passed by the Senate during that session; or unless the same be moved by direction of a standing or select committee of the Senate, or proposed in pursuance of an estimate submitted in accordance with law.

“2. The Committee on Appropriations shall not report an appropriation bill containing amendments proposing new or general legislation or any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law if such restriction is to take effect or cease to be effective upon the happening of a contingency, and if an appropriation bill is reported to the Senate containing amendments proposing new or general legislation or any such restriction, a point of order may be made against the bill, and if the point is sustained, the bill shall be recommitted to the Committee on Appropriations.

“3. All amendments to general appropriation bills moved by direction of a standing or select committee of the Senate, proposing to increase an appropriation already contained in the bill, or to add new items of appropriation, shall, at least one day before they are considered, be referred to the Committee on Appropriations, and when actually proposed to the bill no amendment proposing to increase the amount stated in such amendment shall be received; in like manner, amendments proposing new items of appropriation to river and harbor bills, establishing post roads, or proposing new post roads, shall, before being considered, be referred to the Committee on Public Works.

“4. No amendment which proposes general legislation shall be received to any general appropriation bill, nor shall any amendment not germane or relevant to the subject matter contained in the bill be received; nor shall any amendment to any item or clause of such bill be received which does not directly relate thereto; nor shall any

<sup>23</sup> Amended by S. Res. 280, 82d Cong.

<sup>24</sup> S. Res. 18, 83d Cong., amended this paragraph, as indicated, and added the Committee on Post Office and Civil Service.



restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law be received if such restriction is to take effect or cease to be effective upon the happening of a contingency; and all questions of relevancy of amendments under this rule, when raised, shall be submitted to the Senate and be decided without debate; and any such amendment or restriction to a general appropriation bill may be laid on the table without prejudice to the bill.

"5. No amendment, the object of which is to provide for a private claim, shall be received to any general appropriation bill, unless it be to carry out the provisions of an existing law or a treaty stipulation, which shall be cited on the face of the amendment.

"6. (a) Three members of the following-named committees, to be selected by their respective committees, shall be ex officio members of the Committee on Appropriations, to serve on said committee when the annual appropriation bill making appropriations for the purposes specified in the following table opposite the name of the committee is being considered by the Committee on Appropriations:

Name of Committee	Purpose of Appropriation
Committee on Agriculture and Forestry.	For the Department of Agriculture.
Committee on Civil Service <sup>25</sup> -----	For the Post Office Department.
Committee on Armed Services-----	For the Department of War; for the Department of the Navy.
Committee on the District of Columbia.	For the District of Columbia.
Committee on Public Works-----	For Rivers and Harbors.
Committee on Foreign Relations-----	For the Diplomatic and Consular Service.
<i>Senate Members of the Joint Committee on Atomic Energy (to be selected by said members.)<sup>26</sup></i>	<i>For the development and utilization of atomic energy.</i>

"(b) At least one member of each committee enumerated in subparagraph (a), to be selected by his or their respective committees, shall be a member of any conference committee appointed to confer with the House upon the annual appropriation bill making appropriations for the purposes specified in the foregoing table opposite the name of his or their respective committee.

"7. When a point of order is made against any restriction on the expenditure of funds appropriated in a general appropriation bill on the ground that the restriction violates this rule, the rule shall be construed strictly and, in case of doubt, in favor of the point of order."

## PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

### STANDING COMMITTEES OF THE HOUSE OF REPRESENTATIVES

SEC. 121. (a) Rule X of the Rules of the House of Representatives is amended to read as follows:

<sup>25</sup> The name of this committee was changed to Committee on Post Office and Civil Service by S. Res. 99, 80th Cong.

<sup>26</sup> Amended by S. Res. 28, 82d Cong.

## "RULE X

"STANDING COMMITTEES"<sup>27</sup>

"[a] 1. There shall be elected by the House, at the commencement of each Congress, the following standing committees:<sup>28</sup>

"[1.] (a) Committee on Agriculture, to consist of [twenty-seven] *thirty*<sup>29</sup> Members.

"[2.] (b) Committee on Appropriations, to consist of [forty-three] *fifty*<sup>30</sup> Members.

"[3.] (c) Committee on Armed Services, to consist of [thirty-three] *thirty-six*<sup>31</sup> Members.

"[4.] (d) Committee on Banking and Currency, to consist of [twenty-seven] *twenty-nine*<sup>32</sup> Members.

"[5. Committee on Post Office and Civil Service, to consist of twenty-five Members.]<sup>33</sup>

"[6.] (e) Committee on the District of Columbia, to consist of twenty-five Members.

"[7.] (f) Committee on Education and Labor, to consist of [twenty-five] *twenty-seven*<sup>34</sup> Members.

"[8. Committee on Expenditures in the Executive Departments, to consist of twenty-five Members.]<sup>35</sup>

"[9.] (g) Committee on Foreign Affairs, to consist of [twenty-five] *twenty-nine*<sup>36</sup> Members.

"(h) *Committee on Government Operations*,<sup>37</sup> to consist of *thirty*<sup>38</sup> Members.

"[10.] (i) Committee on House Administration, to consist of twenty-five Members.

"(j) *Committee on Interior and Insular Affairs*, to consist of *twenty-seven*<sup>39</sup> Members.

"[11.] (k) Committee on Interstate and Foreign Commerce, to consist of [twenty-seven] *thirty-one*<sup>40</sup> Members.

"[12.] (l) Committee on the Judiciary, to consist of [twenty-seven] *thirty*<sup>41</sup> Members.

"[13.] (m) Committee on Merchant Marine and Fisheries, to consist of [twenty-five] *twenty-nine*<sup>42</sup> Members.

<sup>27</sup> The membership of the standing committees is governed by H. Res. 5, 83d Cong. Increases for the 83d Cong. are noted where appropriate.

<sup>28</sup> Subsections have been renumbered to conform to House rule X, as adopted at the beginning of the 83d Cong. H. Res. 5, 83d Cong.

<sup>29</sup> Increased by H. Res. 98, 83d Cong.

<sup>30</sup> Increased by H. Res. 79, 83d Cong.

<sup>31</sup> See *supra*, note 29.

<sup>32</sup> *Ibid.*

<sup>33</sup> The House Rules, adopted on January 3, 1953, placed this committee listing in its proper alphabetical position, as subsection (n) of rule X. H. Res. 5, 83d Cong.

<sup>34</sup> See *supra*, note 29.

<sup>35</sup> The name of this committee was changed from the "Committee on Expenditures in the Executive Departments" to the "Committee on Government Operations," by H. Res. 647, 82d Cong. It is now carried in its proper alphabetical position as subsec. (h) of rule X. H. Res. 5, 83d Cong.

<sup>36</sup> See *supra*, note 29.

<sup>37</sup> See *supra*, note 35.

<sup>38</sup> See *supra*, note 29.

<sup>39</sup> The name of this committee was changed from the "Committee on Public Lands" to the "Committee on Interior and Insular Affairs" by H. Res. 100, 82d Cong. It is now carried in its proper alphabetical position as subsec. (j) of rule X (H. Res. 5, 83d Cong.), and its membership has been increased to 27 by H. Res. 98, 83d Cong.

<sup>40</sup> See *supra*, note 29.

<sup>41</sup> *Ibid.*

<sup>42</sup> *Ibid.*



"(n) *Committee on Post Office and Civil Service, to consist of twenty-five Members.*<sup>43</sup>

"[14. Committee on Public Lands, to consist of twenty-five Members.]<sup>44</sup>

"[15.] (o) Committee on Public Works, to consist of [Twenty-seven] *twenty-nine*<sup>45</sup> Members.

"[16.] (p) Committee on Rules, to consist of twelve Members.

"[17.] (q) Committee on Un-American Activities, to consist of nine Members.

"[18.] (r) Committee on Veterans' Affairs, to consist of twenty-seven Members.

"[19.] (s) Committee on Ways and Means, to consist of twenty-five Members.

"[(b) (1)] 2. The Speaker shall appoint all select and conference committees which shall be ordered by the House from time to time.

"[(2)] 3. At the commencement of each Congress, the House shall elect as chairman of each standing committee one of the Members thereof; in the temporary absence of the chairman, the Member next in rank in the order named in the election of the committee, and so on, as often as the case shall happen, shall act as chairman; and in case of a permanent vacancy in the chairmanship of any such committee the House shall elect another chairman.

"[(3)] 4. All vacancies in standing committees in the House shall be filled by election by the House." [Each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more.]<sup>46</sup>

(b) Rule XI of the Rules of the House of Representatives is amended to read as follows:

## "RULE XI

### "POWERS AND DUTIES OF COMMITTEES

"[(1)] All proposed legislation, messages, petitions, memorials, and other matters relating to the subjects listed under the standing committees named below shall be referred to such committees, respectively. [Provided, That unless otherwise provided herein, any matter within the jurisdiction of a standing committee prior to January 2, 1947, shall remain subject to the jurisdiction of that committee or of the consolidated committee succeeding generally to the jurisdiction of that committee.]<sup>47</sup>

<sup>43</sup> See *supra*, note 33.

<sup>44</sup> See *supra*, note 39.

<sup>45</sup> See *supra*, note 29.

<sup>46</sup> Amended originally by H. Res. 647, 82d Cong., and amended further by H. Res. 68, 83d Cong.

<sup>47</sup> Amended by H. Res. 5, 83d Cong.

**“[a] 1. Committee on Agriculture.<sup>48</sup>**

**“[1. Agriculture generally.]** (a) *Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.*

**“[2. Inspection of livestock and meat products.]** (b) *Agriculture generally.*

**“[3. Animal industry and diseases of animals.]** (c) *Agricultural and industrial chemistry.*

**“[4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.]**

**“[5.]** (d) *Agricultural colleges and experimental stations.*

**“[6. Forestry in general, and forest reserves other than those created from the public domain.]**

**“[7.]** (e) *Agricultural economics and research.*

**“[8. Agricultural and industrial chemistry.]** (f) *Agricultural education extension service.*

**“[9. Dairy industry.]** (g) *Agricultural production and marketing and stabilization of prices of agricultural products.*

**“[10. Entomology and plant quarantine.]** (h) *Animal industry and diseases of animals.*

**“[11. Human nutrition and home economics.]** (i) *Crop insurance and soil conservation.*

**“[12. Plant industry, soils, and agricultural engineering.]** (j) *Dairy industry.*

**“[13. Agricultural educational extension services.]** (k) *Entomology and plant quarantine.*

**“[14.]** (l) *Extension of farm credit and farm security.*

**“[15. Rural electrification.]** (m) *Forestry in general, and forest reserves other than those created from the public domain.*

**“[16. Agricultural production and marketing and stabilization of prices of agricultural products.]** (n) *Human nutrition and home economics.*

**“[17. Crop insurance and soil conservation.]** (o) *Inspection of livestock and meat products.*

**“(p) Plant industry, soils, and agricultural engineering.**

**“(q) Rural electrification.**

**“[(b)] 2. Committee on Appropriations.**

**“[1.]** (a) *Appropriation of the revenue for the support of the Government.*

**“(b) The committee is authorized, acting as a whole or by any subcommittee thereof appointed by the chairman for the purposes hereof and in accordance with procedures authorized by the committee by a majority vote, to conduct studies and examinations of the organization and operation of any executive department or other executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in the determination of matters within its jurisdiction; and for this purpose the committee or any subcommittee thereof is authorized to sit and act at such times and places within the United States, whether the House is in session, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses, and**

<sup>48</sup> The changes indicated in this paragraph reflect a renumbering, and a rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.



*the production of such books or papers or documents or vouchers by subpoena or otherwise, and to take such testimony and records as it deems necessary. Subpenas may be issued over the signature of the chairman of the committee or subcommittee, or by any person designated by him, and shall be served by such person or persons as the chairman of the committee or subcommittee may designate. The chairman of the committee or subcommittee, or any member thereof, may administer oaths to witnesses.*<sup>49</sup>

**“(c) 3. Committee on Armed Services.”**<sup>50</sup>

**“[1.] (a) Common defense generally.**

**“[2. The War Department and the Military Establishment generally.]”**<sup>51</sup> (b) *The Department of Defense generally, including the Departments of the Army, Navy, and Air Force generally.*<sup>52</sup>

**“[3. The Navy Department and the Naval Establishment generally.]”**<sup>53</sup> (c) *Ammunition depots; forts; arsenals; Army, Navy and Air Force reservations and establishments.*<sup>54</sup>

**“[4. Soldiers’ and sailors’ homes.]”** (d) *Conservation, development, and use of naval petroleum and oil shale reserves.*

**“[5.] (e) Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.**

**“[6. Selective service.]”** (f) *Scientific research and development in support of the armed services.*

**“[7. Size and composition of the Army and Navy.]”**<sup>55</sup> (g) *Selective service.*

**“[8. Forts, arsenals, military reservations, and navy yards.]”**<sup>56</sup> (h) *Size and composition of the Army, Navy and Air Force.*<sup>57</sup>

**“[9. Ammunition depots.]”**<sup>58</sup> (i) *Soldiers’ and sailors’ homes.*

**“[10. Conservation, development, and use of naval petroleum and oil shale reserves.]”**

**“[11.] (j) Strategic and critical materials necessary for the common defense.**

**“[12. Scientific research and development in support of the armed services.]”**

**“(d) 4. Committee on Banking and Currency.”**<sup>59</sup>

**“[1.] (a) Banking and currency generally.**

**“[2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.]”** (b) *Control of prices of commodities, rents, or services.*

**“[3.] (c) Deposit insurance.**

<sup>49</sup> This subsection is substantially identical with part of sec. 202 (b). See *infra*, p. 79. It was made a part of House rule XI on January 3, 1953, by H. Res. 5, 83d Cong.

<sup>50</sup> Unless otherwise noted, the changes indicated in this paragraph reflect a renumbering and rearrangement of the order of the items therein contained so as to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>51</sup> H. Res. 5, 83d Cong., consolidated old subsecs. 2 and 3 in new subsec. (b), with language changes to conform to the National Security Act of 1947 (Public Law 253, 80th Cong.), as amended by Public Law 216, 81st Cong.

<sup>52</sup> *Ibid.*

<sup>53</sup> *Ibid.*

<sup>54</sup> H. Res. 5, 83d Cong., consolidated old subsecs. 8 and 9 in new subsec. (c) and includes language changes to conform to the National Security Act of 1947 (Public Law 253, 80th Cong.), as amended by Public Law 216, 81st Cong.

<sup>55</sup> Amended by H. Res. 5, 83d Cong., to conform to the National Security Act of 1947 (Public Law 253, 80th Cong.), as amended by Public Law 216, 81st Cong.

<sup>56</sup> See *supra*, note 54.

<sup>57</sup> See *supra*, note 55.

<sup>58</sup> See *supra*, note 54.

<sup>59</sup> The changes indicated in this paragraph reflect a renumbering and a rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

“[4. Public and private housing.] (d) *Federal Reserve System.*

“[5. Federal Reserve System.] (e) *Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.*

“[6.] (f) Gold and silver, including the coinage thereof.

“[7.] (g) Issuance of notes and redemption thereof.

“[8. Valuation and revaluation of the dollar.] (h) *Public and private housing.*

“[9. Control of prices of commodities, rents, or services.] (i) *Valuation and revaluation of the dollar.*

“[(e) Committee on Post Office and Civil Service.]<sup>60</sup>

“[(f)] 5. Committee on the District of Columbia.<sup>61</sup>

“[1.] (a) All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—

“[2. Public health and safety, sanitation, and quarantine regulations.] (b) *Adulteration of food and drugs.*

“[3. Regulation of sale of intoxicating liquors.] (c) *Incorporation and organization of societies.*

“[4. Adulteration of food and drugs.] (d) *Insurance, executors, administrators, wills, and divorce.*

“[5. Taxes and tax sales.] (e) *Municipal code and amendments to the criminal and corporation laws.*

“[6. Insurance, executors, administrators, wills, and divorce.]

“[7.] (f) Municipal and juvenile courts.

“(g) *Public health and safety, sanitation, and quarantine regulations.*

“[8. Incorporation and organization of societies.] (h) *Regulation of sale of intoxicating liquors.*

“[9. Municipal code and amendments to the criminal and corporation laws.] (i) *Taxes and sales taxes.*

“[(g)] 6. Committee on Education and Labor.<sup>62</sup>

“[1.] (a) Measures relating to education or labor generally.

“[2. Mediation and arbitration of labor disputes.] (b) *Child labor.*

“[3. Wages and hours of labor.] (c) *Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and Saint Elizabeths Hospital.*

“[4.] (d) Convict labor and the entry of goods made by convicts into interstate commerce.

“[5. Regulation or prevention of importation of foreign laborers under contract.] (e) *Labor standards.*

“[6. Child labor.]

“[7.] (f) Labor statistics.

“[8. Labor standards.] (g) *Mediation and arbitration of labor disputes.*

“[9. School-lunch program.] (h) *Regulation or prevention of importation of foreign laborers under contract.*

“[10. Vocational rehabilitation.] (i) *School-lunch program.*

“[11.] (j) United States Employees' Compensation Commission.

<sup>60</sup> This paragraph, as amended, now appears in its proper alphabetical order, as contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>61</sup> See *supra*, note 59.

<sup>62</sup> *Ibid.*



“[12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen’s Hospital; and Saint Elizabeths Hospital.]

“(k) *Vocational rehabilitation.*

“(l) *Wages and hours of labor.*

“[13.] (m) *Welfare of miners.*

“[“(h) (1) **Committee on Expenditures in the Executive Departments.**]<sup>63</sup>

“[(1)] 7. **Committee on Foreign Affairs.**<sup>64</sup>

“[1.] (a) *Relations of the United States with foreign nations generally.*

“[2. Establishment of boundary lines between the United States and foreign nations.] (b) *Acquisition of land and buildings for embassies and legations in foreign countries.*

“[3. Protection of American citizens abroad and expatriation.] (c) *Establishment of boundary lines between the United States and foreign nations.*

“[4. Neutrality.] (d) *Foreign loans.*

“[5.] (e) *International conferences and congresses.*

“[6. The American National Red Cross.]

“[7.] (f) *Intervention abroad and declarations of war.*

“[8.] (g) *Measures relating to the diplomatic service.*

“[9. Acquisition of land and buildings for embassies and legations in foreign countries.]

“[10.] (h) *Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.*

“[11. United Nations Organization and international financial and monetary organizations.] (i) *Neutrality.*

“[12. Foreign loans.] (j) *Protection of American citizens abroad and expatriation.*

“(k) *The American National Red Cross.*

“(l) *United Nations Organization and international financial and monetary organizations.*

“[(h) (1)] 8. **Committee on [Expenditures in the Executive Departments] Government Operations.**<sup>65</sup>

“[(A)] (a) *Budget and accounting measures, other than appropriations.*

“[(B)] (b) *Reorganizations in the executive branch of the Government.*

“[(2)] (c) *Such committee shall have the duty of—*

“[(A)] (1) *receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;*

“[(B)] (2) *studying the operation of Government activities at all levels with a view to determining its economy and efficiency;*

“[(C)] (3) *evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;*

“[(D)] (4) *studying intergovernmental relationships between the United States and the States and municipalities, and between*

<sup>63</sup> The name of the committee was changed from the “Committee on Expenditures in the Executive Departments” to the “Committee on Government Operations,” by H. Res. 647, 82d Cong. It is now carried in its proper alphabetical positions as subsec. 8 of rule XI, H. Res. 5, 83d Cong.

<sup>64</sup> See *supra*, note 59.

<sup>65</sup> See *supra*, note 63.

the United States and international organizations of which the United States is a member.

*“(d) For the purpose of performing such duties, the committee, or any subcommittee thereof when authorized by the committee, is authorized to sit, hold hearings, and act at such times and places within the United States, whether or not the House is in session, is in recess, or has adjourned, to require by subpoena or otherwise the attendance of such witnesses and the production of such papers, documents, and books, and to take such testimony as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or of any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.”*<sup>66</sup>

**“[(j) (1)] 9. Committee on House Administration.”**<sup>67</sup>

**“[(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.] (a) Appropriations from the contingent fund.**

**“[(B) Expenditure of the contingent fund of the House.] (b) Auditing and settling of all accounts which may be charged to the contingent fund.**

**“[(C) The auditing and settling of all accounts which may be charged to the contingent fund.] (c) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.**

**“[(D) Measures relating to accounts of the House generally.] (d) Except as provided in clause 15 (d), matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.**

**“[(E) Appropriations from the contingent fund.] (e) Except as provided in clause 15 (d), matters relating to the Smithsonian Institution and the incorporation of similar institutions.**

**“[(F) Measures relating to services to the House, including the House Restaurant and administration of the House Office Buildings and of the House wing of the Capitol.] (f) Expenditure of contingent fund of the House.**

**“[(G) Measures relating to the travel of Members of the House.] (g) Matters relating to printing and correction of the Congressional Record.**

**“[(H) Measures relating to the assignment of office space for Members and committees.]**

**“[(I) Measures relating to the disposition of useless executive papers.] (h) Measures relating to accounts of the House generally.**

**“[(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of**

<sup>66</sup> The subpoena power, first given to the committee on February 10, 1947, by H. Res. 90, 80th Cong., was continued for the 83d Cong., by H. Res. 5, 83d Cong.

<sup>67</sup> Unless otherwise noted, the changes indicated reflect a renumbering and rearrangement of the items contained therein so as to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong. Clause 15 (d) referred to in subsecs. (d) and (e) was previously numbered par. (o) 8.



individuals.】 (i) *Measures relating to assignment of office space for Members and committees.*

“【(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.】 (j) *Measures relating to the disposition of useless executive papers.*

“【(L) Matters relating to printing and correction of the Congressional Record.】 (k) *Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.*

“【(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.】 (l) *Measures relating to services to the House, including the House Restaurant and administration of the House Office Buildings and of the House wing of the Capitol.*

“(m) *Measures relating to the travel of Members of the House.*

“【(2)】 (n) Such committee shall also have the duty of—

“【(A) examining all bills, amendments, and joint resolution<sup>68</sup> after passage by the House; and in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;】<sup>69</sup>

(1) *arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof;*

“【(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;】 (2) *examining all bills, amendments, and joint resolutions after passage by the House; and in cooperation with the Senate, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;*<sup>70</sup>

“【(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.】 (3) *reporting to the Sergeant at Arms of the House the travel of Members of the House.*

<sup>68</sup> As in original public law. It should read “resolutions”.

<sup>69</sup> Amended by H. Res. 5, 83d Cong. The words “Committee on Rules and Administration” have been deleted to conform to S. Res. 55, 80th Cong., which transferred the examination of enrolled bills in the Senate from the Committee on Rules and Administration to the Secretary of the Senate.

<sup>70</sup> *Ibid.*

**"10. Committee on Interior and Insular Affairs.<sup>71</sup>**

**"(a)** *Forest reserves and national parks created from the public domain.*

**"(b)** *Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.*

**"(c)** *Geological Survey.*

**"(d)** *Interstate compacts relating to apportionment of waters for irrigation purposes.*

**"(e)** *Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects, and acquisition of private lands when necessary to complete irrigation projects.*

**"(f)** *Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.*

**"(g)** *Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.*

**"(h)** *Military parks and battlefields, and national cemeteries.*

**"(i)** *Mineral land laws and claims and entries thereunder.*

**"(j)** *Mineral resources of the public lands.*

**"(k)** *Mining interests generally.*

**"(l)** *Mining schools and experimental stations.*

**"(m)** *Petroleum conservation on the public lands and conservation of the radium supply in the United States.*

**"(n)** *Preservation of prehistoric ruins and objects of interest on the public domain.*

**"(o)** *Public lands generally, including entry, easements, and grazing thereon.*

**"(p)** *Relations of the United States with the Indians and the Indian tribes.*

**"[k] 11. Committee on Interstate and Foreign Commerce.<sup>72</sup>**

**"[1.] (a)** *Interstate and foreign commerce generally.*

**"[2.]** *Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.] (b) Bureau of Standards, standardization of weights and measures, and the metric system.*

**"[3.]** *Regulation of interstate and foreign communications.] (c) Civil aeronautics.*

**"[4.]** *Civil aeronautics.] (d) Inland waterways.*

**"[5.]** *Weather bureau.] (e) Interstate oil compacts; and petroleum and natural gas, except on the public lands.*

**"[6.]** *Interstate oil compacts; and petroleum and natural gas, except on the public lands.] (f) Public health and quarantine.*

**"[7.]** *Securities and exchanges.] (g) Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.*

<sup>71</sup> The name of this committee was changed from the "Committee on Public Lands" to the "Committee on Interior and Insular Affairs" by H. Res. 100, 82d Cong. It was formerly carried as subsec. (n), reflecting its proper alphabetical position under its previous name. It is identical with former sec. (n), except for a renumbering and rearrangement of the order of items therein contained so as to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>72</sup> The changes indicated in this paragraph reflect a renumbering and rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.



"[8. Regulation of interstate transmission of power, except the installation of connections between Government water power projects.] (h) *Regulation of interstate and foreign communications.*

"[9. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.] (i) *Regulation of interstate and foreign transportation, except transportation by water not subject to the jurisdiction of the Interstate Commerce Commission.*

"[10. Public health and quarantine.] (j) *Regulation of interstate transmission of power, except the installation of connections between Government water power projects.*

"[11. Inland waterways.] (k) *Securities and exchanges.*

"[12. Bureau of Standards, standardization of weights and measures, and the metric system.] (l) *Weather bureau.*

"[(1)] 12. Committee on the Judiciary.<sup>73</sup>

"[1.] (a) Judicial proceedings, civil and criminal, generally.

"[2. Constitutional amendments.] (b) *Apportionment of Representatives.*

"[3. Federal courts and judges.] (c) *Bankruptcy, mutiny, espionage, and counterfeiting.*

"[4. Local courts in the Territories and possessions.] (d) *Civil liberties.*

"[5. Revision and codification of the statutes of the United States.] (e) *Constitutional amendments.*

"[6. National penitentiaries.] (f) *Federal courts and judges.*

"[7. Protection of trade and commerce against unlawful restraints and monopolies.] (g) *Holidays and celebrations.*

"[8. Holidays and celebrations.] (h) *Immigration and naturalization.*

"[9. Bankruptcy, mutiny, espionage, and counterfeiting.] (i) *Interstate compacts generally.*

"[10. State and Territorial boundary lines.] (j) *Local courts in the Territories and possessions.*

"[11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.] (k) *Measures relating to claims against the United States.*

"[12. Civil liberties.] (l) *Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.*

"[13. Patents, copyrights, and trade-marks.] (m) *National penitentiaries.*

"[14. Patent Office.] (n) *Patent Office.*

"[15. Immigration and naturalization.] (o) *Patents, copyrights, and trade-marks.*

"[16. Apportionment of Representatives.] (p) *Presidential succession.*

"[17. Measures relating to claims against the United States.] (q) *Protection of trade and commerce against unlawful restraints and monopolies.*

"[18. Interstate compacts generally.] (r) *Revision and codification of the statutes of the United States.*

"[19. Presidential succession.] (s) *State and Territorial boundary lines.*

"[(m)] 13. Committee on Merchant Marine and Fisheries.<sup>74</sup>

<sup>73</sup> *Ibid.*

<sup>74</sup> *Ibid.*

“[1.] (a) Merchant marine generally.

“[2. Registering and licensing of vessels and small boats.] (b) *Coast and Geodetic Survey.*

“[3. Navigation and the laws relating thereto, including pilotage.] (c) *Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.*

“[4. Rules and international arrangements to prevent collisions at sea.] (d) *Fisheries and wildlife, including research, restoration, refuges, and conservation.*

“[5. Merchant marine officers and seamen.] (e) *Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.*

“[6. Measures relating to the regulation of common carriers by water (except matters subject to the jurisdiction of the Interstate Commerce Commission) and to the inspection of merchant marine vessels, lights and signals, lifesaving equipment, and fire protection on such vessels.] (f) *Merchant marine officers and seamen.*

“[7. The Coast Guard, including lifesaving service, lighthouses, lightships, and ocean derelicts.] (g) *Navigation and the laws relating thereto, including pilotage.*

“[8. United States Coast Guard and Merchant Marine Academies.] (h) *Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and interoceanic canals generally.*

“[9. Coast and Geodetic Survey.] (i) *Registering and licensing of vessels and small boats.*

“[10. The Panama Canal and the maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone; and interoceanic canals generally.] (j) *Rules and international arrangements to prevent collisions at sea.*

“[11. Fisheries and wildlife, including research, restoration, refuges, and conservation.] (k) *United States Coast Guard and Merchant Marine Academies.*

“[“(n) Committee on Public Lands.]<sup>75</sup>

“14. *Committee on Post Office and Civil Service.*<sup>76</sup>

“(a) *Census and the collection of statistics generally.*

“(b) *Federal civil service generally.*

“(c) *National Archives.*

“(d) *Postal-savings banks.*

“(e) *Postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.*

“(f) *Status of officers and employees of the United States, including their compensation, classification, and retirement.*

<sup>75</sup> The name of this committee was changed from the “Committee on Public Lands” to the “Committee on Interior and Insular Affairs” by H. Res. 100, 82d Cong. It is now carried in its proper alphabetical position as par. 10 of House rule XI. The changes indicated reflect a renumbering and rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>76</sup> The House Rules, adopted on January 3, 1953, placed this committee in its proper alphabetical position. It was formerly carried as subsec. (e). The changes indicated reflect a renumbering and rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI. H. Res. 5, 83d Cong.



**"[(o)] 15. Committee on Public Works.<sup>77</sup>**

**"[1.] (a)** Flood control and improvement of rivers and harbors.

**"[2. Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).] (b)** *Measures relating to the Capitol Building and the Senate and House Office Buildings.*

**"[3. Water power.] (c)** *Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.*

**"[4. Oil and other pollution of navigable waters.] (d)** *Measures relating to the construction or reconstruction, maintenance, and care of buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.*

**"[5. Public buildings and occupied or improved grounds of the United States generally.] (e)** *Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.*

**"[6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.] (f)** *Oil and other pollution of navigable waters.*

**"[7. Measures relating to the Capitol Building and the Senate and House Office Buildings.] (g)** *Public buildings and occupied or improved grounds of the United States generally.*

**"[8. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.] (h)** *Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.*

**"[9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.] (i)** *Public works for the benefit of navigation, including bridges and dams (other than international bridges and dams).*

**"[10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.] (j)** *Water power.*

**"[(p)] 16. Committee on Rules.<sup>78</sup>**

**"[1.] (a)** The rules, joint rules, and order of business of the House.

**"[2.] (b)** Recesses and final adjournments of Congress.

**"(c)** *The Committee on Rules is authorized to sit and act whether or not the House is in session.<sup>79</sup>*

**"[(q) (1)] 17. Committee on Un-American Activities.<sup>80</sup>**

**"[(A)] (a)** Un-American activities.

<sup>77</sup> See *supra*, note 72.

<sup>78</sup> This paragraph has been renumbered to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>79</sup> Subsec. (c) incorporates sec. 134 (c). See *supra*, p. 76.

<sup>80</sup> See *supra*, note 72.

“**[(2)]** (b) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of **[(i)]** (1) the extent, character, and objects of un-American propaganda activities in the United States, **[(ii)]** (2) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and **[(iii)]** (3) all other questions in relation thereto that would aid Congress in any necessary remedial legislation.

“The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable.

“For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.

“**[(r)]** 18. **Committee on Veterans' Affairs.**<sup>81</sup>

“**[1.]** (a) Veterans' measures generally.

“**[2.]** Pensions of all the wars of the United States, general and special.] (b) *Compensation, vocational rehabilitation, and education of veterans.*

“**[3.]** (c) Life insurance issued by the Government on account of service in the armed forces.

“**[4.]** Compensation, vocational rehabilitation, and education of veterans.] (d) *Pensions of all the wars of the United States, general and special.*

“**[5.]** Veterans' hospitals, medical care, and treatment of veterans.] (e) *Readjustment of servicemen to civil life.*

“**[6.]** (f) Soldiers' and sailors' civil relief.

“**[7.]** Readjustment of servicemen to civil life.] (g) *Veterans' hospitals, medical care, and treatment of veterans.*

“**[(s)]** 19. **Committee on Ways and Means.**<sup>82</sup>

“**[1.]** Revenue measures generally.] (a) *Customs, collection districts, and ports of entry and delivery.*

“**[2.]** The bonded debt of the United States.] (b) *National social security.*

“**[3.]** The deposit of public moneys.] (c) *Reciprocal trade agreements.*

“**[4.]** Customs, collection districts, and ports of entry and delivery.] (d) *Revenue measures generally.*

“**[5.]** Reciprocal trade agreements.] (e) *Revenue measures relating to the insular possessions.*

“**[6.]** Transportation of dutiable goods.] (f) *The bonded debt of the United States.*

<sup>81</sup> See *supra*, note 72.

<sup>82</sup> *Ibid.*



“[7. Revenue measures relating to the insular possessions.] (g) *The deposit of public moneys.*

“[8. National social security.] (h) *Transportation of dutiable goods.*

“[(2) (a)] 20.<sup>83</sup> The following-named committees shall have leave to report at any time on the matters herein stated, namely: The [Committee on Rules—on rules, joint rules, and order of business; the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on Ways and Means—on bills raising revenue; the] *Committee on Appropriations—on the general appropriations bills; [the Committee on Public Works—on bills authorizing the improvement of rivers and harbors.] the Committee on House Administration—on the right of a Member to his seat, enrolled bills, on all matters referred to it of printing for the use of the House or the two Houses, and on all matters of expenditure of the contingent fund of the House; the Committee on [the Public Lands]*<sup>84</sup> *Interior and Insular Affairs—on bills for the forfeiture of land grants to railroad and other corporations, bills preventing speculation in the public lands, bills for the reservation of the public lands for the benefit of actual and bona fide settlers, and bills for the admission of new States; the Committee on Public Works—on bills authorizing the improvement of rivers and harbors; [Veterans Affairs—on general pension bills.]; the Committee on Rules—on rules, joint rules, and order of business; the Committee on Veterans’ Affairs—on general pension bills; the Committee on Ways and Means—on bills raising revenue.*

“[(b)] 21.<sup>85</sup> It shall always be in order to call up for consideration a report from the Committee on Rules (except it shall not be called up for consideration on the same day it is presented to the House, unless so determined by a vote of not less than two-thirds of the Members voting, but this provision shall not apply during the last three days of the session), and, pending the consideration thereof, the Speaker may entertain one motion that the House adjourn; but after the result is announced he shall not entertain any other dilatory motion until the said report shall have been fully disposed of. The Committee on Rules shall not report any rule or order which shall provide that business under paragraph 7 of rule XXIV shall be set aside by a vote of less than two-thirds of the Members present; nor shall it report any rule or order which shall operate to prevent the motion to recommit being made as provided in paragraph 4 of rule XVI.

“[(c)] 22.<sup>86</sup> The Committee on Rules shall present to the House reports concerning rules, joint rules, and order of business, within three legislative days of the time when ordered reported by the committee. If such rule or order is not considered immediately, it shall be referred to the calendar and, if not called up by the Member making the report within seven legislative days thereafter, any member of the

<sup>83</sup> The changes indicated in this paragraph reflect a rearrangement of the order of the items therein contained so as to conform to the alphabetical order contained in House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>84</sup> The name of this committee was changed from the “Committee on Public Lands” to the “Committee on Interior and Insular Affairs” by H. Res. 100, 82d Cong.

<sup>85</sup> Changed to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>86</sup> *Ibid.*

Rules Committee may call it up as a question of privilege and the Speaker shall recognize any member of the Rules Committee seeking recognition for that purpose. If the Committee on Rules shall make an adverse report on any resolution pending before the committee, providing for an order of business for the consideration by the House of any public bill or joint resolution, on days when it shall be in order to call up motions to discharge committees it shall be in order for any Member of the House to call up for consideration by the House any such adverse report, and it shall be in order to move the adoption by the House of said resolution adversely reported notwithstanding the adverse report of the Committee on Rules, and the Speaker shall recognize the Member seeking recognition for that purpose as a question of the highest privilege.

“[(d)] 23.<sup>87</sup> The Committee on House Administration shall make final report to the House in all contested-election cases not later than six months from the first day of the first regular session of the Congress to which the contestee is elected except in a contest from the Territory of Alaska, in which case the time shall not exceed nine months.

“[(e)] 24.<sup>88</sup> [A] *Each* standing committee of the House (other than the Committee on Appropriations) shall *fix regular weekly, bi-weekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the Chairman as he may deem necessary and each such committee shall*<sup>89</sup> meet to consider any bill or resolution pending before it [(A)] (a) on all regular meeting days selected by the committee; [(B)] (b) upon the call of the chairman of the committee; [(C)] (c) If the chairman of the committee, after three days' consideration, refuses or fails, upon the request of at least three members of the committee, to call a special meeting of the committee within seven calendar days from the date of said request, then, upon the filing with the clerk of the committee for a called special meeting of the committee, the committee shall meet on the day and hour specified in said written request. It shall be the duty of the clerk of the committee to notify all members of the committee in the usual way of such called special meeting.

“[(f)] 25.<sup>90</sup> (a) The rules of the House are hereby made the rules of its standing committees so far as applicable, except that a motion to recess from day to day is hereby made a motion of high privilege in said committees.

“(b) *Each committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.*<sup>91</sup>

“(c) *All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the House and all Members of the House shall have access to such records. Each committee is authorized to have*

<sup>87</sup> *Ibid.*

<sup>88</sup> This section has been renumbered and combines the former rule with sec. 133 (a) to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong.

<sup>89</sup> The material italicized is the exact language of sec. 133 (a) except for elimination of reference to the Senate. H. Res. 5, 83d Cong.

<sup>90</sup> Sec. 25 has been renumbered to conform to House rule XI, adopted on January 3, 1953. H. Res. 5, 83d Cong. Subsecs. (b), (c), (d), (e), (f), and (g) have been added as new material and are taken directly from sec. 133 (b)-(f).

<sup>91</sup> This is taken from sec. 133 (b) and is virtually identical with that section.



*printed and bound testimony and other data presented at hearings held by the committee.*<sup>92</sup>

*"(d) It shall be the duty of the chairman of each committee to report or cause to be reported promptly to the House any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote."*<sup>93</sup>

*"(e) No measure or recommendation shall be reported from any committee unless a majority of the committee were actually present."*<sup>94</sup>

*"(f) Each committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentation to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members."*<sup>95</sup>

*"(g) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session."*<sup>96</sup>

*"26. To assist the House in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the House shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the House by the agencies in the executive branch of the Government."*<sup>97</sup>

*"27. (a) Each standing committee (other than the Committee on Appropriations) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Services of professional staff members may be terminated by majority vote of the committee. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them."*<sup>98</sup>

*"(b) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and for the chairman and ranking minority member on matters related to committee work."*<sup>99</sup>

<sup>92</sup> This is taken from sec. 202 (d). However, the word "House" has been substituted for the word "Congress" and the words "all Members of the House" have been substituted for "all members of the committee and the respective Houses". H. Res. 5, 83d Cong.

<sup>93</sup> This is taken from sec. 133 (c) and is the exact language except for elimination of reference to the Senate. H. Res. 5, 83d Cong.

<sup>94</sup> This is taken from sec. 133 (d) and is the exact language. H. Res. 5, 83d Cong.

<sup>95</sup> This is taken from sec. 133 (e) and is virtually the exact language. H. Res. 5, 83d Cong.

<sup>96</sup> This is taken from sec. 133 (f) and is the exact language. H. Res. 5, 83d Cong.

<sup>97</sup> This is taken from sec. 136. It is the exact language except that the word "House" is substituted for the word "Congress" and reference to the Senate has been eliminated. H. Res. 5, 83d Cong.

<sup>98</sup> This is taken from sec. 202 (a) and is virtually identical except for elimination of reference to the Senate and a partial rewording of one sentence. H. Res. 5, 83d Cong.

<sup>99</sup> This is taken from sec. 202 (c) and is the exact language. H. Res. 5, 83d Cong.

"(c) *The professional staff members of the standing committees shall receive annual compensation, to be fixed by the chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive annual compensation up to \$8,000.*<sup>100</sup>

"(d) *Subject to appropriations hereby authorized, the Committee on Appropriations may appoint such staff, in addition to the clerk thereof and assistants for the minority, as it by majority vote determines to be necessary, such personnel, other than minority assistants, to possess such qualifications as the committee may prescribe.*<sup>101</sup>

"(e) *No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on House Administration.*<sup>102</sup>

"28. *Each committee shall report to the Clerk of the House within fifteen days after December 31 and June 30 of each year the name, profession, and total salary of each person employed by such committee or any subcommittee thereof during the period covered by such report, and shall make an accounting of funds made available to and expended by such committee or subcommittee during such period, and such information when reported shall be published in the Congressional Record.*<sup>103</sup>

"29. *No committee of the House, except the Committees on Government Operations, Rules, and Un-American Activities, shall sit, without special leave, while the House is in session.*<sup>104</sup>

#### DELEGATES AND RESIDENT COMMISSIONER

SEC. 122. Rule XII of the Standing Rules of the House of Representatives is amended to read as follows:

#### "RULE XII

##### "DELEGATES AND RESIDENT COMMISSIONER

"[1.] The Delegate[s] from Hawaii and [Alaska, and] the Resident Commissioner to the United States from Puerto Rico[,] shall be elected to serve as additional members on the Committees on Agriculture, Armed Services, and [Public Lands;] *Interior and Insular Affairs, and the Delegate from Alaska shall be elected to serve as an additional member on the Committees on Agriculture, Armed Services, Merchant Marine and Fisheries, and Interior and Insular Affairs; and they shall possess in such committees the same powers and privileges as in the House, and may make any motion except to reconsider.*"<sup>105</sup>

<sup>100</sup> This is taken from sec. 202 (e), as amended, and is the exact language. H. Res. 5, 83d Cong. It applies to the House only. See *infra*, p. 80, note 131.

<sup>101</sup> This is taken from sec. 202 (b) and is substantially identical to the first part thereof, except that it is made applicable to the House only. H. Res. 5, 83d Cong.

<sup>102</sup> This is taken from sec. 202 (f) and is the exact language except that reference to the Senate has been eliminated. H. Res. 5, 83d Cong.

<sup>103</sup> This is taken from sec. 134 (b), and incorporates changes made by the Senate in S. Res. 123, 80th Cong. Reference to the Senate was eliminated. H. Res. 5, 83d Cong.

<sup>104</sup> This is taken from sec. 134 (c). Reference to the Senate was eliminated and the Committees on Government Operations and Un-American Activities were added. H. Res. 5, 83d Cong.

<sup>105</sup> The Delegate from Alaska was given an additional committee by H. Res. 294, 81st Cong., and the name of the "Committee on Public Lands" was changed to the "Committee on Interior and Insular Affairs" by H. Res. 100, 82d Cong. See H. Res. 5, 83d Cong.



## REFERENCE OF PRIVATE CLAIMS BILLS

SEC. 123. Paragraph 3 of rule XXI of the Standing Rules of the House of Representatives is amended to read as follows:

"3. No bill for the payment or adjudication of any private claim against the Government shall be referred, except by unanimous consent, to any other than the following committees, namely: To the Committee on Foreign Affairs [and] *or*<sup>106</sup> to the Committee on the Judiciary."

## PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

## PRIVATE BILLS BANNED

SEC. 131. No private bill or resolution (including so-called omnibus claims or pension bills), and no amendment to any bill or resolution, authorizing or directing (1) the payment of money for property damages, for personal injuries or death for which suit may be instituted under [the Federal Tort Claims Act,] *chapter 171 of the Judicial Code*, or for a pension (other than to carry out a provision of law or treaty stipulation); (2) the construction of a bridge across a navigable stream; or (3) the correction of a military or naval record, shall be received or considered in either the Senate or the House of Representatives.<sup>107</sup>

## CONGRESSIONAL ADJOURNMENT

SEC. 132. Except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress.

## COMMITTEE PROCEDURE

SEC. 133. (a) Each standing committee of the Senate and the House of Representatives (except the Committees on Appropriations) shall fix regular weekly, biweekly, or monthly meeting days for the transaction of business before the committee, and additional meetings may be called by the chairman as he may deem necessary.<sup>108</sup>

(b) Each such committee shall keep a complete record of all committee action. Such record shall include a record of the votes on any question on which a record vote is demanded.<sup>109</sup>

(c) It shall be the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House of Representatives, as the case may be, any measure approved by his committee and to take or cause to be taken necessary steps to bring the matter to a vote.<sup>110</sup>

<sup>106</sup> Amended by H. Res. 5, 83d Cong.

<sup>107</sup> The House adopted this section as House rule XXII, par. (2). H. Res. 5, 83d Cong. The House version is identical except that in place of the language "chapter 171 of the Judicial Code" the House substituted "the Tort Claims Procedure as provided in Title 28, United States Code."

<sup>108</sup> The House adopted virtually identical language as House rule XI, par. 24, with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 71.)

<sup>109</sup> The House adopted virtually identical language as House rule XI, par. 25 (b), with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 71.)

<sup>110</sup> The House adopted virtually identical language as House rule XI, par. 25 (d), with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 72.)

(d) No measure or recommendation shall be reported from any such committee unless a majority of the committee were actually present.<sup>111</sup>

(e) Each such standing committee shall, so far as practicable, require all witnesses appearing before it to file in advance written statements of their proposed testimony, and to limit their oral presentations to brief summaries of their argument. The staff of each committee shall prepare digests of such statements for the use of committee members.<sup>112</sup>

(f) All hearings conducted by standing committees or their subcommittees shall be open to the public, except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.<sup>113</sup>

#### COMMITTEE POWERS

SEC. 134. (a)<sup>114</sup> Each standing committee of the Senate, including any subcommittee of any such committee, is authorized to hold such hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to take such testimony and to make such expenditures (not in excess of \$10,000 for each committee during any Congress) as it deems advisable. Each such committee may make investigations into any matter within its jurisdiction, may report such hearings as may be had by it, and may employ stenographic assistance at a cost not exceeding 25 cents per hundred words.<sup>115</sup> The expenses of the committee shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman.

(b) Every committee and subcommittee serving the Senate and House of Representatives shall report the name, profession and total salary of each staff member employed by it, and shall make an accounting of funds appropriated to it and expended by it to the Secretary of the Senate and Clerk of the House of Representatives, as the case may be, at least once every six months, and such information shall be published periodically in the Congressional Directory when and as the same is issued and as Senate and House documents, respectively, every three months.<sup>116</sup>

<sup>111</sup> The House adopted virtually identical language as House rule XI, par. 25 (e), with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 72.)

<sup>112</sup> The House adopted virtually identical language as House rule XI, par. 25 (f), with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 72.)

<sup>113</sup> The House adopted identical language as House rule XI, par. 25 (g), with reference to the Senate eliminated. H. Res. 5, 83d Cong. (See *supra*, p. 72.)

<sup>114</sup> This subsection was made applicable to the Select Committee on Small Business by Public Law 759, 81st Cong.

<sup>115</sup> The rate was increased on July 11, 1952, by the Committee on Rules and Administration, from 25 to 40 cents per hundred words, pursuant to authority granted by Public Law 471, 82d Cong.

<sup>116</sup> Subsec. (b) is now obsolete. It was superseded in the Senate by S. Res. 123, 80th Cong., agreed to on June 10, 1947, which reads as follows:

"Resolved, That every committee serving the Senate shall report to the Secretary of the Senate within fifteen days after December 31 and June 30 of each year the name, profession, and total salary of each person employed by such committee or any subcommittee thereof during the period covered by such report, and shall make an accounting of funds made available to and expended by such committee or subcommittee during such period, and such information when reported shall be published in the Congressional Record. The first such report shall cover the period beginning on January 3, 1947, and ending on June 30, 1947, and succeeding reports shall cover the six months' period ending on the preceding December 31 or June 30, as the case may be.

"Sec. 2. The information required to be reported and published under this resolution shall be in lieu of the information required to be reported and published under section 134



(c) No standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit, without special leave while the Senate or the House, as the case may be, is in session.<sup>117</sup>

#### CONFERENCE RULES ON AMENDMENTS IN NATURE OF SUBSTITUTE

SEC. 135. (a) In any case in which a disagreement to an amendment in the nature of a substitute has been referred to conferees, it shall be in order for the conferees to report a substitute on the same subject matter; but they may not include in the report matter not committed to them by either House. They may, however, include in their report in any such case matter which is a germane modification of subjects in disagreement.<sup>118</sup>

(b) In any case in which the conferees violate subsection (a), the conference report shall be subject to a point of order.

#### LEGISLATIVE OVERSIGHT BY STANDING COMMITTEES

SEC. 136. To assist the Congress in appraising the administration of the laws and in developing such amendments or related legislation as it may deem necessary, each standing committee of the Senate and the House of Representatives shall exercise continuous watchfulness of the execution by the administrative agencies concerned of any laws, the subject matter of which is within the jurisdiction of such committee; and, for that purpose, shall study all pertinent reports and data submitted to the Congress by the agencies in the executive branch of the Government.<sup>119</sup>

#### DECISIONS ON QUESTIONS OF COMMITTEE JURISDICTION

SEC. 137. In any case in which a controversy arises as to the jurisdiction of any standing committee of the Senate with respect to any proposed legislation, the question of jurisdiction shall be decided by the presiding officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates in such proposed legislation; but such decision shall be subject to an appeal.

#### LEGISLATIVE BUDGET

SEC. 138. (a) The Committee on Ways and Means and the Committee on Appropriations of the House of Representatives, and the Committee on Finance and the Committee on Appropriations of the Senate, or duly authorized subcommittees thereof, are authorized and directed to meet jointly at the beginning of each regular session of

(b) of the Legislative Reorganization Act of 1946, as amended, in the case of committees of the Senate and their subcommittees."

It was superseded in the House by Public Law 197, 80th Cong., which was substantially identical with the new Senate version, except that reference to the Senate has been eliminated. It was made a part of the standing rules of the House (par. 28 of rule XI) on January 3, 1953. H. Res. 5, 83d Cong. (See *supra*, p. 73.)

<sup>117</sup> Subsec. (c) has been superseded, so far as it applies to the House, by par. 29 of House rule XI agreed to on January 3, 1953. Reference to the Senate has been eliminated and the Committees on Government Operations, Rules, and Un-American Activities were excepted from its application. H. Res. 5, 83d Cong. (See *supra*, p. 73.)

<sup>118</sup> This section, in its entirety, is carried as par. 3 of rule XXVII of the Standing Rules of the Senate. The substance of subsec. (a) is carried as par. 3 of rule XXVIII of the Standing Rules of the House, but in different language, and subsec. (b) has been omitted as unnecessary. H. Res. 5, 83d Cong.

<sup>119</sup> The House adopted this section as par. 26 of House rule XI. The word "House" has been substituted for the words "Congress," and "Senate and the House of Representatives." H. Res. 5, 83d Cong. (See *supra*, p. 72).

Congress and after study and consultation, giving due consideration to the budget recommendations of the President, report to their respective Houses a legislative budget for the ensuing fiscal year, including the estimated over-all Federal receipts and expenditures for such year. Such report shall contain a recommendation for the maximum amount to be appropriated for expenditure in such year which shall include such an amount to be reserved for deficiencies as may be deemed necessary by such committees. If the estimated receipts exceed the estimated expenditures, such report shall contain a recommendation for a reduction in the public debt. Such report shall be made by February 15.<sup>120</sup>

(b) The report shall be accompanied by a concurrent resolution adopting such budget, and fixing the maximum amount to be appropriated for expenditure in such year. If the estimated expenditures exceed the estimated receipts, the concurrent resolution shall include a section substantially as follows: "That it is the sense of the Congress that the public debt shall be increased in an amount equal to the amount by which the estimated expenditures for the ensuing fiscal year exceed the estimated receipts, such amount being \$ ."

#### HEARINGS AND REPORTS BY APPROPRIATIONS COMMITTEES

SEC. 139. (a) No general appropriation bill shall be considered in either House unless, prior to the consideration of such bill, printed committee hearings and reports on such bill have been available for at least three calendar days for the Members of the House in which such bill is to be considered.<sup>121</sup>

(b) The Committees on Appropriations of the two Houses are authorized and directed, acting jointly, to develop a standard appropriation classification schedule which will clearly define in concise and uniform accounts the subtotals of appropriations asked for by agencies in the executive branch of the Government. That part of the printed hearings containing each such agency's request for appropriations shall be preceded by such a schedule.

(c) No general appropriation bill or amendment thereto shall be received or considered in either House if it contains a provision re-appropriating unexpended balances of appropriations; except that this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.<sup>122</sup>

(d) The Appropriations Committees of both Houses are authorized and directed to make a study of (1) existing permanent appropriations with a view to limiting the number of permanent appropriations and to recommend to their respective Houses what permanent appropriations, if any, should be discontinued; and (2) the disposi-

<sup>120</sup> H. Con. Res. 22, which passed the House of Representatives February 7, 1949, and the Senate February 10, 1949, provided that "the date of reporting the legislative budget, as set forth in section 138 (a) of the Legislative Reorganization Act of 1946, as it may apply to the budget for the fiscal year ending June 30, 1950, is hereby postponed until May 1, 1949."

<sup>121</sup> The House adopted this subsection as par. 6 of House rule XXI, with reference to the Senate eliminated. H. Res. 5, 83d Cong.

<sup>122</sup> The House adopted this subsection as par. 5 of House rule XXI, with reference to the Senate eliminated. H. Res. 5, 83d Cong.



tion of funds resulting from the sale of Government property of services by all departments and agencies in the executive branch of the Government with a view to recommending to their respective Houses a uniform system of control with respect to such funds.

#### RECORDS OF CONGRESS

SEC. 140. (a) The Secretary of the Senate and the Clerk of the House of Representatives are authorized and directed, acting jointly, to obtain at the close of each Congress all of the noncurrent records of the Congress and of each committee thereof and transfer them to the National Archives for preservation, subject to the orders of the Senate or the House, respectively.<sup>123</sup>

(b) The Clerk of the House of Representatives is authorized and directed to collect all of the noncurrent records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer such records to the National Archives for presentation, subject to the orders of the Senate or the House, respectively.<sup>124</sup>

#### PRESERVATION OF COMMITTEE HEARINGS

SEC. 141. The Librarian of the Library of Congress is authorized and directed to have bound at the end of each session of Congress the printed hearings of testimony taken by each committee of the Congress at the preceding session.

#### EFFECTIVE DATE

SEC. 142. This title shall take effect on January 2, 1947; except that this section and sections 140 and 141 shall take effect on the date of enactment of this Act.

### TITLE II—MISCELLANEOUS

#### PART 1—STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

##### INCREASE IN COMPENSATION FOR CERTAIN CONGRESSIONAL OFFICERS

SEC. 201. (a) Effective January 1, 1947, the annual basic compensation of the elected officers of the Senate and the House of Representatives (not including the Presiding Officers of the two Houses) shall be increased by 50 per centum; and the provisions of section 501 of the Federal Employees Pay Act of 1945, as amended by section 5 of the Federal Employees Pay Act of 1946, shall not be applicable to the compensation of said elected officers.<sup>125</sup>

<sup>123</sup> The House adopted this subsection as par. 2 of House rule XXXVI, H. Res. 5, 83d Cong. Reference to the Senate has been eliminated except for joint action in transferring records. H. Res. 5, 83d Cong.

<sup>124</sup> This subsection has been executed.

<sup>125</sup> The act of October 28, 1949 (Public Law 430, 81st Cong.) increased the rates of basic compensation by an additional 5 percent. (The presiding officers of both Houses were excluded.) The act of October 24, 1951 (Public Law 201, 82d Cong.), which authorized a further increase, provided that—

“The rates of basic compensation of each of the elected officers of the Senate and the House of Representatives (not including the presiding officers of the two Houses), the Parliamentarian of the Senate, the Parliamentarian of the House of Representatives, the legislative counsel of the Senate, the legislative counsel of the House of Representatives, and the Coordinator of Information of the House of Representatives are hereby increased by 10 per centum, except that in no case shall any such rate be increased by less than \$300 per annum or by more than \$800 per annum.

(b) There is hereby authorized to be appropriated annually for the "Office of the Vice President" the sum of \$23,130; and there is hereby authorized to be appropriated annually for the "Office of the Speaker" the sum of \$20,025.<sup>126</sup>

(c) The Speaker, the majority leader, and the minority leader of the House of Representatives are each authorized to employ an administrative assistant, who shall receive basic compensation at a rate not to exceed \$8,000 a year. There is hereby authorized to be appropriated such sums as may be necessary for the payment of such compensation.

#### COMMITTEE STAFFS

SEC. 202. (a) Each standing committee of the Senate and the House of Representatives (other than the Appropriations Committees) is authorized to appoint by a majority vote of the committee not more than four professional staff members in addition to the clerical staffs on a permanent basis without regard to political affiliations and solely on the basis of fitness to perform the duties of the office; and said staff members shall be assigned to the chairman and ranking minority member of such committee as the committee may deem advisable. Each such committee is further authorized to terminate the services by a majority vote of the committee of any such professional staff member as it may see fit. Professional staff members shall not engage in any work other than committee business and no other duties may be assigned to them.<sup>127</sup>

(b) Subject to appropriations which it shall be in order to include in appropriation bills, the Committee on Appropriations of each House is authorized to appoint such staff, in addition to the clerk thereof and assistants for the minority, as each such committee, by a majority vote, shall determine to be necessary, such personnel, other than the minority assistants, to possess such qualifications as the committees respectively may prescribe, and the Committee on Appropriations of the House also is authorized to conduct studies and examinations of the organization and operation of any executive agency (including any agency the majority of the stock of which is owned by the Government of the United States) as it may deem necessary to assist it in connection with the determination of matters within its jurisdiction and in accordance with procedures authorized by the committee by a majority vote, including the rights and powers conferred by House Resolution Numbered 50, adopted January 9, 1945.<sup>128</sup>

(c) The clerical staff of each standing committee, which shall be appointed by a majority vote of the committee, shall consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the position of committee janitor is hereby abolished. The clerical staff shall handle committee correspondence and stenographic work, both for the committee staff and

<sup>126</sup> For fiscal year 1954, \$55,410 was appropriated for clerical assistance to the Vice President, and \$47,285 for clerical assistance for the Office of the Speaker. Public Law 178, 83d Cong.

<sup>127</sup> The House adopted part of this subsection as par. 27 (a) of House rule XI. H. Res. 5, 83d Cong. The House version is substantially identical except that reference to the Senate has been eliminated and one sentence has been partially reworded. (See *supra*, p. 72.)

<sup>128</sup> The House adopted this subsection as par. 27 (d) of House rule XI. H. Res. 5, 83d Cong. The House version is substantially identical except that reference to the Senate has been eliminated. (See *supra*, p. 73.)



for the chairman and ranking minority member on matters related to committee work.<sup>129</sup>

(d) All committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman of the committee; and such records shall be the property of the Congress and all members of the committee and the respective Houses shall have access to such records. Each committee is authorized to have printed and bound such testimony and other data presented at hearings held by the committee.<sup>130</sup>

(e) The professional staff members of the standing committees shall receive *basic* annual compensation, to be fixed by the Chairman, ranging from \$5,000 to \$8,000 and the clerical staff shall receive *basic* annual compensation [ranging from \$2,000] up to \$8,000.<sup>131</sup>

(f) No committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government, except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.<sup>132</sup>

[(g) No individual who is employed as a professional staff member of any committee as provided in this section shall be eligible for appointment to any office or position in the executive branch of the Government for a period of one year after he shall have ceased to be such a member.]<sup>133</sup>

(h)<sup>134</sup> Notwithstanding the foregoing provisions—

(1) The committee employees of the existing Committee on Appropriations of the Senate and of the existing Committee on Appropriations of the House of Representatives shall be continued on the rolls of the respective appropriations committees established under title I of this Act during the fiscal year 1947, unless sooner removed for cause.

(2) Committee employees of all other existing standing committees of each House shall be continued on the pay rolls of the Senate and House of Representatives, respectively, through January 31, 1947, unless sooner removed for cause by the Secretary of the Senate or the Clerk of the House, as the case may be.

<sup>129</sup> The House adopted the exact language of this subsection as par. 27 (b) of House rule XI. H. Res. 5, 83d Cong. (See p. 72.)

Resolutions have been adopted from time to time authorizing increases in the clerical staffs of various committees until otherwise provided by law.

<sup>130</sup> The House adopted this subsection as par. 25 (c) of House rule XI. H. Res. 5, 83d Cong. The word "House" has been substituted for the word "Congress" and the words "all Members of the House" have been substituted for "all members of the committee and the respective Houses." (See *supra*, pp. 71-2.)

<sup>131</sup> This subsection was amended by the act of July 30, 1947 (Public Law 271, 80th Cong.). The new matter is in italics and the old language has been bracketed out. The House adopted this subsection, as amended, as par. 27 (c) of House rule XI. H. Res. 5, 83d Cong. (See *supra*, p. 73.) The Senate governs the compensation of the clerical staffs of its standing committees by the act of February 19, 1947 (Public Law 4, 80th Cong.), as amended by the act of June 14, 1948 (Public Law 641, 80th Cong.), which provided that—

"Notwithstanding the provisions of section 202 of the Reorganization Act of 1946, the clerical staffs of standing committees of the Senate shall be organized and compensated in the manner hereinafter provided.

"The annual rates of compensation for the clerical staff of each standing committee of the Senate (other than the Appropriations Committee) shall be \$2,000 to \$8,000 for one chief clerk and one assistant chief clerk; and \$2,000 to \$3,720 for not to exceed four other clerical assistants.

"The annual rates of compensation for the clerical staff of the Appropriations Committee shall be as follows: One chief clerk and one assistant chief clerk, and two assistant clerks at \$5,600 to \$8,000; such assistant clerks as may be necessary at \$3,820 to \$5,600; and such other clerical assistants as may be necessary at \$2,000 to \$3,720.

"Such compensation shall be fixed by the chairman of each such committee."

<sup>132</sup> The House adopted this subsection as par. 27 (e) of House rule XI. H. Res. 5, 83d Cong. The House version is identical except that reference to the Senate has been eliminated. (See *supra*, p. 73.)

<sup>133</sup> Repealed by the act of February 24, 1949 (Public Law 8, 81st Cong.).

<sup>134</sup> Subsec. (h) has been executed.

(3) The appropriations for the compensation of committee employees of standing committees of the Senate and of the House of Representatives contained in the Legislative Branch Appropriation Act, 1947, shall be available for the compensation of employees specified in paragraph (2) of this subsection and of employees of the standing committees of the Senate and House of Representatives succeeding to the jurisdiction of the standing committees specified in such Appropriation Act; and in any case in which the legislative jurisdiction of any existing standing committee is transferred to two or more standing committees under title I of this Act, the Committee on Rules and Administration of the Senate with respect to standing committees of the Senate, and the Committee on House Administration, with respect to standing committees of the House, shall allocate such appropriations in an equitable manner.

## LEGISLATIVE REFERENCE SERVICE

SEC. 203. (a) The Librarian of Congress is authorized and directed to establish in the Library of Congress a separate department to be known as the Legislative Reference Service. It shall be the duty of the Legislative Reference Service—

(1) upon request, to advise and assist any committee of either House or any joint committee in the analysis, appraisal, and evaluation of legislative proposals pending before it, or of recommendations submitted to Congress, by the President or any executive agency, and otherwise to assist in furnishing a basis for the proper determination of measures before the committee;

(2) upon request, or upon its own initiative in anticipation of requests, to gather, classify, analyze, and make available, in translations, indexes, digests, compilations and bulletins, and otherwise, data for a <sup>135</sup> bearing upon legislation, and to render such data serviceable to Congress, and committees and Members thereof, without partisan bias in selection or presentation;

(3) to prepare summaries and digests of public hearings before committees of the Congress, and of bills and resolutions of a public general nature introduced in either House.

(b) (1) A director and assistant director of the Legislative Reference Service and all other necessary personnel, shall be appointed by the Librarian of Congress without regard to the civil-service laws and without reference to political affiliations, solely on the ground of fitness to perform the duties of their office. The compensation of all employees shall be fixed in accordance with the provisions of the Classification Act of [1923, as amended,] 1949: <sup>136</sup> *Provided*, That the grade of senior specialists in each field enumerated in paragraph (2) of this subsection shall not be less than the highest grade in the executive branch of the Government to which research analysts and consultants without supervisory responsibility are currently assigned. All employees of the Legislative Reference Service shall be subject to the provisions of the civil-service retirement laws.

(2) The Librarian of Congress is further authorized to appoint in the Legislative Reference Service senior specialists in the following

<sup>135</sup> The words "for a" were erroneously included in the original public law. It should read "having."

<sup>136</sup> Amended by the act of October 28, 1949 (Public Law 429, 81st Cong.).



broad fields: Agriculture; American government and public administration; American public law; conservation; education; engineering and public works; full employment; housing; industrial organization and corporation finance; international affairs; international trade and economic geography; labor; mineral economics; money and banking; price economics; social welfare; taxation and fiscal policy; transportation and communications; and veterans' affairs. Such specialists, together with such other members of the staff as may be necessary, shall be available for special work with the appropriate committees of Congress for any of the purposes set out in section 203 (a) (1).

(c) There is hereby authorized to be appropriated for the work of the Legislative Reference Service the following sums: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.<sup>137</sup>

#### OFFICE OF THE LEGISLATIVE COUNSEL

SEC. 204. There is hereby authorized to be appropriated for the work of the Office of the Legislative Counsel the following sums:

- (1) For the fiscal year ending June 30, 1947, \$150,000;
- (2) For the fiscal year ending June 30, 1948, \$200,000;
- (3) For the fiscal year ending June 30, 1949, \$250,000;
- (4) For the fiscal year ending June 30, 1950, \$250,000; and
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.<sup>138</sup>

#### STUDIES BY COMPTROLLER GENERAL

SEC. 205. The Comptroller General is authorized and directed to make a full and complete study of restrictions placed in general appropriation Acts limiting the expenditure of specified appropriations therein, with a view to determining the cost to the Government incident to complying with such restrictions, and to report to the Congress his estimate of the cost of complying with such restrictions and such other recommendations with respect thereto as he deems necessary or desirable.

#### EXPENDITURE ANALYSES BY COMPTROLLER GENERAL

SEC. 206. The Comptroller General is authorized and directed to make an expenditure analysis of each agency in the executive branch of the Government (including Government corporations), which, in the opinion of the Comptroller General, will enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses shall be sub-

<sup>137</sup> Clauses (1)-(3) have been executed. For the fiscal year ending June 30, 1954, \$901,721 was appropriated, subject to the proviso that "no part of this appropriation may be used to pay any salary or expense in connection with any publication, or preparation of material therefor (except the Digest of Public General Bills), to be issued by the Library of Congress unless such publication has obtained prior approval of either the Committee on House Administration or the Senate Committee on Rules and Administration." Public Law 178, 83d Cong.

<sup>138</sup> Subsecs. (1)-(4) have been executed. For the fiscal year 1954, \$239,000 was appropriated, of which \$125,000 was for the Senate and \$114,000 for the House of Representatives. See Public Law 178, 83d Cong.

mitted by the Comptroller General, from time to time, to the Committees on Expenditures in the Executive Departments,<sup>139</sup> to the Appropriations Committees, and to the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies, of the two Houses.

#### CORRECTION OF MILITARY AND NAVAL RECORDS

SEC. 207.<sup>140</sup> The [Secretary of War, the Secretary of the Navy,] *Secretaries of the Army, Navy and Air Force* and the Secretary of the Treasury (with respect to the Coast Guard), respectively, under procedures set up by them, and acting through boards of civilian officers or employees of their respective [d] Departments, are authorized to correct any military or naval record where in their judgment such action is necessary to correct an error or remove an injustice[.], *and corrections so made shall be final and conclusive on all officers of the Government except when procured by means of fraud: Provided, That procedures set up by the Secretaries of the Army, Navy, and Air Force in accordance with this subsection shall be approved by the Secretary of Defense: Provided further, That no corrective action shall be taken under this subsection unless the request therefor be filed by claimant, his heirs at laws, or legal representatives within three years after his or their discovery of the alleged error or injustice, or within ten years after the date of enactment of this Act, whichever be the later: Provided further, That the failure to file the request by claimant, his heirs at law, or legal representative, within three years after his or their discovery of the alleged error or injustice may be excused by such board of civilian officers or employees of the respective Departments upon finding by it that it is in the interest of justice to excuse such failure to file within the prescribed time in which event action shall be taken in the same manner as if the request had been filed within the three years as prescribed herein.*

(b) *The Department concerned is authorized to pay, out of applicable current appropriations, claims of any persons, their heirs at law or legal representatives as hereinafter provided, of amounts paid as fines, forfeitures, or for losses of pay (including retired or retirement pay), allowances, compensation, emoluments, or other monetary benefits, as the case may be, which are found to be due on account of military or naval service as a result of the action heretofore taken pursuant to section 207 of the Legislative Reorganization Act of 1946, or hereafter taken pursuant to subsection (a) of this section: Provided, That in the case of deceased persons where no demand is presented by a duly appointed legal representative of the estate, payments otherwise due hereunder shall be made to the decedent's widow, widower, legal heirs, or beneficiaries, in the order of precedence or succession as may be prescribed by the applicable provisions of law relating to the kind of payment involved and when not otherwise so provided, in the order of precedence as set forth in the Act of February 25, 1946 (60 Stat. 30), or as may be prescribed by the applicable provisions of law relating to the kind of payment involved.*

<sup>139</sup> The name was changed to the Committee on Government Operations in the Senate by S. Res. 280, 82d Cong., and in the House by H. Res. 647, 82d Cong. See also H. Res. 745, 82d Cong.

<sup>140</sup> Amended by the act of October 25, 1951 (Public Law 220, 82d Cong.).



(1)<sup>141</sup> *This subsection shall not be deemed to authorize the payment of any claim heretofore compensated by Congress through enactment of a private law.*

(c) *The acceptance by the claimant of any settlement made pursuant to subsection (b) of this section shall constitute a complete release by the claimant of any claim against the United States on account of such correction of record.*

(d) *Applicable current appropriations shall be available for payment of such sums as may be due for continuing the pay (including retired or retirement pay), allowances, compensation, emoluments, and other monetary benefits to persons who shall have received payment pursuant to the provisions of subsection (b) of this section and who may be entitled to such continuing payments as a result of the correction of their military or naval records: Provided, That continuing payments are authorized to be made to such personnel for not more than one year following the date of the correction or one year following the date of enactment of this Act, whichever be the later, without the necessity of reenlistment, appointment, or reappointment to the grade, rank, or office to which such pay (including retired or retirement pay), allowances, compensation, emoluments, and other monetary benefits are attached, and such reenlistments, appointments, and reappointments are hereby authorized by the Secretary concerned without regard to other qualifications.*

(e) *The Secretary of Defense and the Secretary of the Treasury, for their respective Departments, shall make semiannual reports to the Congress of all claims paid under this subsection during the period covered by each such report. Each such report shall include, with respect to each such claim, a statement of the amount paid, to whom, and a brief description of the claim.*

(f) *Nothing in this Act shall be construed to authorize the payment of any amount as compensation for any benefit to which the claimant might subsequently become entitled under the laws and regulations administered by the Administrator of Veterans' Affairs.*

#### TEMPORARY APPOINTMENTS—HOUSE OF REPRESENTATIVES

Sec. 208.<sup>142</sup> (a) *In case of a vacancy, from whatever cause, in the office of Clerk, Sergeant at Arms, Doorkeeper, Postmaster, or Chaplain, of the House of Representatives, or in case of the incapacity or inability of the incumbent of any such office to perform the duties thereof, the Speaker of the House of Representatives may appoint a person to act as, and to exercise temporarily the duties of, Clerk, Sergeant at Arms, Doorkeeper, Postmaster, or Chaplain, as the case may be, until a person is chosen by the House of Representatives and duly qualifies as Clerk, Sergeant at Arms, Doorkeeper, Postmaster, or Chaplain, as the case may be, or until the termination of the incapacity or inability of the incumbent.*

(b) *Any person appointed pursuant to this section shall exercise all the duties, shall have all the powers, and shall be subject to all the requirements and limitations applicable with respect to one chosen by the House of Representatives to fill the office involved; but nothing in this section shall be held to amend, repeal, or otherwise affect sec-*

<sup>141</sup> Numbering as in original. See Public Law 220, 82d Cong.

<sup>142</sup> Added by the act of August 5, 1953 (Public Law 197, 83d Cong.).

tion 7 of the Legislative Branch Appropriation Act, 1943 (2 U. S. C., sec. 75a).

(c) Any person appointed pursuant to this section shall be paid the compensation which he would receive if he were chosen, by the House of Representatives to fill the office involved, unless such person is concurrently serving in any office or position the compensation for which is paid from the funds of the United States, in which case he shall receive no compensation for services rendered pursuant to his appointment under this section, and his compensation for performing the duties of such office other than the one to which he is appointed pursuant to this section shall be in full discharge of all services he performs for the United States while serving in such dual capacity.

## PART 2—STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

### IMPROVEMENT OF CONGRESSIONAL RECORD

SEC. 221. The Joint Committee on Printing is authorized and directed to provide for printing in the Daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings, and the place of meeting and subject matter; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. Such data shall be prepared under the supervision of the Secretary of the Senate and the Clerk of the House of Representatives, respectively.

### JOINT COMMITTEE ON PRINTING

SEC. 222. Section 1 of the Act entitled "An Act Providing for the public printing and binding and the distribution of public documents", approved January 12, 1895 (28 Stat. 601), is amended to read as follows: "That there shall be a Joint Committee on Printing, consisting of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives, who shall have the powers hereinafter stated."

### JOINT COMMITTEE ON THE LIBRARY

SEC. 223. The Joint Committee of Congress on the Library shall hereafter consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House of Representatives.

### TRANSFER OF FUNCTIONS

SEC. 224. The functions, powers, and duties imposed by statute, resolution, or rule of either House of Congress on the effective date of this section on a standing committee of the Senate or the House of Representatives (or the chairman thereof) are, insofar as they are consistent with this Act, hereby transferred to that standing committee created by this Act (or the chairman thereof) to which is transferred the legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that the chairman of



the Committee on Civil Service<sup>143</sup> of the Senate and the chairman of the Committee on Post Office and Civil Service of the House created by this Act shall be members of the National Archives Council.

#### JOINT COMMITTEE ON THE ECONOMIC REPORT

SEC. 225. Section 5 (b) (3) (relating to the time for filing the report of the Joint Committee on the Economic Report) of the Employment Act of 1946 is amended by striking out "May 1" and inserting in lieu thereof "February 1."<sup>144</sup>

#### ECONOMIC REPORT OF THE PRESIDENT

SEC. 226. Section 3 (a) (relating to the time for filing the economic report of the president) of the Employment Act of 1946 is amended by striking out "within 60 days after the beginning of each regular session" and inserting in lieu thereof "at the beginning of each regular session".

### PART 3—PROVISIONS RELATING TO CAPITOL AND PAGES

#### REMODELING OF CAUCUS ROOMS AND RESTAURANTS

SEC. 241. The Architect of the Capitol is authorized and directed to prepare plans and submit them to Congress at the earliest practicable date for the remodeling (a) of the caucus rooms in the Senate and House Office Buildings to provide improved acoustics and seating facilities and for the presentation of motion picture or other visual displays on matters of national interest; and (b) of the Senate and House Restaurants to provide for more convenient dining facilities.<sup>145</sup>

#### ASSIGNMENT OF CAPITOL SPACE

SEC. 242. The President pro tempore of the Senate and the Speaker of the House of Representatives shall cause a survey to be made of available space within the Capitol which could be utilized for joint committee meetings, meetings of conference committees, and other meetings, requiring the attendance of both Senators and Members of the House of Representatives; and shall recommend the reassignment of such space to accommodate such meetings.

#### SENATE AND HOUSE PAGES

SEC. 243. (a) The Secretary of the Senate and the Clerk of the House of Representatives, acting jointly, are authorized and directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of Congressional pages and pages of the Supreme Court in the public school system of the District. Such arrangement shall include provision for reimbursement to the District

<sup>143</sup> The name of this committee was changed to Committee on Post Office and Civil Service by S. Res. 99, 80th Cong. Public Law 754, 81st Cong., terminated the existence of the National Archives Council and established the Federal Records Council in its place. Members of the Council from the legislative branch are now designated by the President of the Senate and the Speaker of the House of Representatives.

<sup>144</sup> Section 5 (b) (3) of the Employment Act of 1946 was further amended by the act of February 2, 1948 (Public Law 405, 80th Cong.), which changed the date for filing the report from February 1 to March 1.

<sup>145</sup> Executed.

of Columbia for any additional expenses incurred by the public school system of the District in carrying out such arrangement.<sup>146</sup>

(b) There are hereby authorized to be appropriated such sums as may be necessary to reimburse the District of Columbia in accordance with the arrangement referred to in subsection (a).

(c) Notwithstanding the provisions of subsections (a) and (b) of this section, said page or pages may elect to attend a private or parochial school of their own choice: *Provided, however,* That such private or parochial school shall be reimbursed by the Senate and House of Representatives only in the same amount as would be paid if the page or pages were attending a public school under the provisions of paragraphs (a) and (b) of this section.

#### AUTHORIZATION OF APPROPRIATIONS AND PERSONNEL

SEC. 244. All necessary funds required to carry out the provisions of this Act, by the Secretary of the Senate and the Clerk of the House, are hereby authorized to be appropriated, and the Secretary of the Senate and the Clerk of the House are hereby further authorized to employ such administrative assistants as may be necessary in order to carry out the provisions of this Act under their respective jurisdictions.

#### EFFECTIVE DATE

SEC. 245. This title shall take effect on the date of its enactment; except that sections 202 (a), (b), (c), (e), (f), and (h), 222, 223, 224, and 243 shall take effect on the day on which the Eightieth Congress convenes.

### TITLE III—REGULATION OF LOBBYING ACT

#### SHORT TITLE

SEC. 301. This title may be cited as the "Federal Regulation of Lobbying Act".

#### DEFINITIONS

SEC. 302. When used in this title—

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

(c) The term "person" includes an individual, partnership, committee, association, corporation, and any other organization or group of persons.

(d) The term "Clerk" means the Clerk of the House of Representatives of the United States.

<sup>146</sup> This subsection was affected by the act of March 22, 1947 (Public Law 20, 80th Cong.), which provided that "the facilities provided for the education of Congressional and Supreme Court pages shall be available, from and after January 2, 1947, also for the education of such other minors who are Congressional employees as may be certified by the Secretary of the Senate and the Clerk of the House of Representatives to receive such education."



(e) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

#### DETAILED ACCOUNTS OF CONTRIBUTIONS

SEC. 303. (a) It shall be the duty of every person who shall in any manner solicit or receive a contribution to any organization or fund for the purposes hereinafter designated to keep a detailed and exact account of—

(1) all contributions of any amount or of any value whatsoever;

(2) the name and address of every person making any such contribution of \$500 or more and the date thereof;

(3) all expenditures made by or on behalf of such organization or fund; and

(4) the name and address of every person to whom any such expenditure is made and the date thereof.

(b) It shall be the duty of such person to obtain and keep a receipted bill, stating the particulars, for every expenditure of such funds exceeding \$10 in amount, and to preserve all receipted bills and accounts required to be kept by this section for a period of at least two years from the date of the filing of the statement containing such items.

#### RECEIPTS FOR CONTRIBUTIONS

SEC. 304. Every individual who receives a contribution of \$500 or more for any of the purposes hereinafter designated shall within five days after receipt thereof rendered<sup>147</sup> to the person or organization for which such contribution was received a detailed account thereof, including the name and address of the person making such contribution and the date on which received.

#### STATEMENTS TO BE FILED WITH CLERK OF HOUSE

SEC. 305. (a) Every person receiving any contributions or expending any money for the purposes designated in subparagraph (a) or (b) of section 307 shall file with the Clerk between the first and tenth day of each calendar quarter, a statement containing complete as of the day next preceding the date of filing—

(1) the name and address of each person who has made a contribution of \$500 or more not mentioned in the preceding report; except that the first report filed pursuant to this title shall contain the name and address of each person who has made any contribution of \$500 or more to such person since the effective date of this title;

(2) the total sum of the contributions made to or for such person during the calendar year and not stated under paragraph (1);

(3) the total sum of all contributions made to or for such person during the calendar year;

<sup>147</sup> As in original. It should read "render."

(4) the name and address of each person to whom an expenditure in one or more items of the aggregate amount or value, within the calendar year, of \$10 or more has been made by or on behalf of such person, and the amount, date, and purpose of such expenditure;

(5) the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under paragraph (4);

(6) the total sum of expenditures made by or on behalf of such person during the calendar year.

(b) The statements required to be filed by subsection (a) shall be cumulative during the calendar year to which they relate, but where there has been no change in an item reported in a previous statement only the amount need be carried forward.

#### STATEMENT PRESERVED FOR TWO YEARS

SEC. 306. A statement required by this title to be filed with the Clerk—

(a) shall be deemed properly filed when deposited in an established post office within the prescribed time, duly stamped, registered, and directed to the Clerk of the House of Representatives of the United States, Washington, District of Columbia, but in the event it is not received, a duplicate of such statement shall be promptly filed upon notice by the Clerk of its nonreceipt;

(b) shall be preserved by the Clerk for a period of two years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

#### PERSONS TO WHOM APPLICABLE

SEC. 307. The provisions of this title shall apply to any person (except a political committee as defined in the Federal Corrupt Practices Act, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States.

#### REGISTRATION WITH SECRETARY OF THE SENATE AND CLERK OF THE HOUSE

SEC. 308. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or



works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the first and tenth day of each calendar quarter, so long as his activity continues, file with the Clerk and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

(b) All information required to be filed under the provisions of this section with the Clerk of the House of Representatives and the Secretary of the Senate shall be compiled by said Clerk and Secretary, acting jointly, as soon as practicable after the close of the calendar quarter with respect to which such information is filed and shall be printed in the Congressional Record.

#### REPORTS AND STATEMENTS TO BE MADE UNDER OATH

SEC. 309. All reports and statements required under this title shall be made under oath, before an officer authorized by law to administer oaths.

#### PENALTIES

SEC. 310. (a) Any person who violates any of the provisions of this title, shall, upon conviction, be guilty of a misdemeanor, and shall be punished by a fine of not more than \$5,000 or imprisonment for not more than twelve months, or by both such fine and imprisonment.

(b) In addition to the penalties provided for in subsection (a), any person convicted of the misdemeanor specified therein is prohibited, for a period of three years from the date of such conviction, from attempting to influence, directly or indirectly, the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or opposition to proposed legislation; and any person who violates any provision of this subsection shall, upon conviction thereof, be guilty of a felony, and shall be punished by a fine of not more than \$10,000, or imprisonment for not more than five years, or by both such fine and imprisonment.

## EXEMPTION

SEC. 311. The provisions of this title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said Federal Corrupt Practices Act.

TITLE IV—FEDERAL TORT CLAIMS ACT<sup>148</sup>

SEC. 401. \* \* \*

\* \* \* \* \*

SEC. 424. \* \* \*

TITLE V—GENERAL BRIDGE ACT<sup>149</sup>

SEC. 501. \* \* \*

\* \* \* \* \*

SEC. 511. \* \* \*

## TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

COMPENSATION OF MEMBERS OF CONGRESS<sup>150</sup>

SEC. 601. (a) Effective on the day on which the Eightieth Congress convenes, the compensation of Senators, Representatives in Congress, Delegates from the Territories, and the Resident Commissioner from Puerto Rico shall be at the rate of \$12,500 per annum each; and the compensation of the Speaker of the House of Representatives [and the Vice President of the United States]<sup>151</sup> shall be at the rate of [\$20,000] \$30,000 per annum [each].<sup>152</sup>

(b) Effective on the day on which the Eightieth Congress convenes there shall be paid to each Senator, Representative in Congress, Delegate from the Territories, Resident Commissioner from Puerto Rico,

<sup>148</sup> The Federal Tort Claims Act (secs. 401-423), as amended, was repealed by the act of June 25, 1948 (Public Law 773, 80th Cong., 62 Stat. 1008). Its provisions were incorporated into ch. 171 of the Judicial Code (62 Stat. 982-985, secs. 2671-2680, title 28, U. S. C.—Judiciary and Judicial Proceedings) as amended by the act of April 25, 1949 (63 Stat. 62), the act of May 24, 1949 (63 Stat. 106), and the act of July 16, 1949 (63 Stat. 444). Sec. 424 related to inapplicable statutes and its repeal was not considered necessary.

<sup>149</sup> The General Bridge Act of 1946, as amended, is contained in title 33 of the U. S. C., secs. 525-533.

<sup>150</sup> The act of August 7, 1953 (Public Law 220, 83d Cong.), established a Commission on Judicial and Congressional Salaries, which is required "to determine appropriate rates of salaries for \* \* \*, the Vice President, the Speaker of the House of Representatives, and Members of Congress, in order to provide fair and reasonable compensation to such officials, and \* \* \* to report its findings on or before January 15, 1954, to the President, \* \* \* the President of the Senate, and the Speaker of the House of Representatives. "Within sixty legislative days after submission of the report of the Commission, the Congress shall consider the report and enact legislation establishing \* \* \* the salaries and mileage of Members of Congress, including the Vice President and the Speaker of the House. Such rates shall not be less than those prevailing on the date of enactment hereof (including the amount of the expense allowance herein described) and shall not exceed those recommended by the Commission."

Any rates becoming effective as a result of Congressional action are to be in lieu of those otherwise provided by law, and, in the case of the Vice President, the Speaker of the House of Representatives, and Members of Congress, they are to be in lieu of expense allowances now provided for.

<sup>151</sup> The words "and the Vice President of the United States" were repealed by the act of June 25, 1948 (62 Stat. 682, Public Law 771, 80th Cong.), which codified title 3 of the U. S. C. and provided for the compensation of the Vice President in sec. 104 and that he be paid monthly. The act of January 19, 1949 (63 Stat. 4, Public Law 2, 81st Cong.) increased his salary to \$30,000 per year.

<sup>152</sup> Amended by the act of January 19, 1949 (63 Stat. 4, Public Law 2, 81st Cong.), sec. 111 (d) of which increased the Speaker's salary to \$30,000 per year.



an expense allowance of \$2,500 per annum to assist in defraying expenses relating to, or resulting from the discharge of his official duties, for which [no tax liability shall incur, or accounting be made;] *no accounting other than for income tax purposes, shall be made;*<sup>153</sup> such sum to be paid in equal monthly installments.

(c) The sentence contained in the Legislative Branch Appropriation Act, 1946, which reads as follows: "There shall be paid to each Representative and Delegate, and to the Resident Commissioner from Puerto Rico, after January 2, 1945, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.<sup>154</sup>

(d) The sentence contained in the Legislative Branch Appropriation Act, 1947, which reads as follows: "There shall be paid to each Senator after January 1, 1946, an expense allowance of \$2,500 per annum to assist in defraying expenses related to or resulting from the discharge of his official duties, to be paid in equal monthly installments.", is hereby repealed, effective on the day on which the Eightieth Congress convenes.<sup>155</sup>

#### RETIREMENT PAY OF MEMBERS OF CONGRESS

SEC. 602. (a) Section 3 (a) of the Civil Service Retirement Act of May 29, 1930, as amended, is amended by inserting after the words "elective officers" the words "in the executive branch of the Government".

(b) Such Act, as amended, is further amended by adding after section 3 the following new section:

"SEC. 3A. Notwithstanding any other provision of this Act—

"(1) This Act shall not apply to any Member of Congress until he gives notice in writing, while serving as a Member of Congress, to the disbursing officer by whom his salary is paid of his desire to come within the purview of this Act. Such notice may be given by a Member of Congress within six months after the date of enactment of the Legislative Reorganization Act of 1946 or within six months after any date on which he takes an oath of office as a Member of Congress.

"(2) In the case of any Member of Congress who gives notice of his desire to come within the purview of this Act, the amount required to be deposited for the purposes of section 9 with respect to services rendered after the date of enactment of the Legislative Reorganization Act of 1946, shall be a sum equal to 6 per centum of his basic salary, pay, or compensation for such services, together

<sup>153</sup> Amended by the act of October 20, 1951 (65 Stat. 570, Public Law 183, 82d Cong.), which made the expense allowance of Members of Congress taxable. The expense allowance of the Speaker was increased from \$2,500 per year to \$10,000 per year by sec. 111 (e) of the act of January 19, 1949 (Public Law 2, 81st Cong.), and made taxable by sec. 619 (c) of Public Law 183, 82d Cong. Public Law 471, 82d Cong., provided that "for the two taxable years beginning after December 31, 1952, the place of residence of a Member of Congress (including any Delegate and Resident Commissioner) within the State, congressional district, Territory, or possession which he represents in Congress shall be considered to be his home for the purpose of" deducting living expenses when away from home on business, "but amounts expended by such Member within each taxable year for living expenses shall not be deductible for income tax purposes in excess of \$3,000." Public Law 178, 83d Cong., made this provision permanent.

<sup>154</sup> Executed.

<sup>155</sup> *Ibid.*

with interest computed at the rate of 4 per centum per annum compounded on December 31 of each year; and the amount to be deducted and withheld from the basic salary, pay, or compensation of each such Member of Congress for the purposes of section 10 shall be a sum equal to 6 per centum of such basic salary, pay, or compensation.<sup>156</sup>

"(3) No person shall be entitled to receive an annuity as provided in this section until he shall have become separated from the service after having had at least six years of service as a Member of Congress and have attained the age of sixty-two years, except that any such Member who shall have had at least five years of service as a Member of Congress, may, subject to the provisions of section 6 and of paragraph (4) of this section, be retired for disability, irrespective of age, and be paid an annuity computed in accordance with paragraph (5) of this section.

"(4) No Member of Congress shall be entitled to receive an annuity under this Act unless there shall have been deducted and withheld from his basic salary, pay, or compensation for the last five years of his service as a Member of Congress, or there shall have been deposited under section 9 with respect to such last five years of service, the amounts specified in paragraph (2) of this section with respect to so much of such five years of service as was performed after the date of enactment of the Legislative Reorganization Act of 1946 and the amounts specified in section 9 with respect to so much of such five years of service as was performed prior to such date.

"(5) Subject to the provisions of section 9 and of subsections (c) and (d) of section 4,<sup>157</sup> the annuity of a Member of Congress shall be an amount equal to  $2\frac{1}{2}$  per centum of his average annual basic salary,<sup>158</sup> pay, or compensation as a Member of Congress multiplied by his years of service as a Member of Congress, but no such annuity shall exceed an amount equal to three-fourths of the salary, pay, or compensation that he is receiving at the time he becomes separated from the service.<sup>159</sup>

"(6) In the case of a Member of Congress who becomes separated from the service before he completes an aggregate of six years of service as a Member of Congress, and who is not retired for disability, the total amount deducted from his basic salary, pay, or compensation as a Member of Congress, together with interest at 4 per centum

<sup>156</sup> For the purpose of computing retirement deductions and paying annuities, the salary of the Speaker of the House of Representatives is considered to be \$20,000 per year, and the statutory increase of \$10,000 per year provided for by the act of January 19, 1949 (Public Law 2, 81st Cong.), is disregarded. Under Public Law 220, 83d Cong., the new rates of compensation will include and be in lieu of any allowances (sec. 3 (b)), and the full amount of such compensation "shall be taken into account for the purposes of" retirement deductions (sec. 3 (d)).

<sup>157</sup> Sec. 4 (d), referred to herein, formerly provided that in the case of persons electing to receive reduced annuities with survivorship benefits under such section, " \* \* \* no election in lieu of the life annuity provided herein shall become effective in case an employee dies within thirty days after the effective date of retirement, and in the event of such death within this period, such death shall be considered as a death in active service." The act of February 28, 1948 (Public Law 426, 80th Cong.), eliminated this restriction as it applied to all persons covered by the Civil Service Retirement Act of 1930, as amended, except Members of Congress. However, the act of April 4, 1953 (Public Law 18, 83d Cong.), eliminated this restriction as it applied to Members of Congress, effective January 1, 1953.

<sup>158</sup> See *supra*, note 156.

<sup>159</sup> This paragraph was affected by the act of June 19, 1948 (62 Stat. 504, Public Law 707, 80th Cong.), which amended par. 5 of sec. 3A of the Civil Service Retirement Act of 1930 by providing that—

"Any Member of Congress, who during any war or time of national emergency as proclaimed by the President or declared by the Congress, left or leaves his office to enter the armed forces of the United States shall, for the purpose of this paragraph, be deemed to have continued as a Member of Congress for such period of military service."



compounded as of December 31 of each year shall be returned to such Member of Congress. No such Member of Congress shall thereafter become eligible to receive an annuity as provided in this section unless the amounts so returned are redeposited with interest at 4 per centum compounded on December 31 of each year, but interest shall not be required covering any period of separation from the service.

“(7) If any person takes office as a Member of Congress while receiving an annuity as provided in this section, the payment of such annuity shall be suspended during the period for which he holds such office; but, if he gives notice as provided in paragraph (2) of this section, his service as a Member of Congress during such period shall be credited in determining the amount of his subsequent annuity.

“(8) Nothing contained in this Act shall be construed to prevent any person eligible therefor from simultaneously receiving an annuity computed in accordance with this section and an annuity computed in accordance with section 4, but in computing the annuity under section 4 in the case of any person who (A) has had at least six years' service as a Member of Congress, and (B) has served as a Member of Congress at any time after the date of enactment of the Legislative Reorganization Act of 1946, service as a Member of Congress shall not be credited.

“(9) No provision of this or any other Act relating to automatic separation from the service shall be applicable to any Member of Congress.

“(10) As used in this section, the term ‘Member of Congress’ means a Senator, Representative in Congress, Delegate from a Territory, or the Resident Commissioner from Puerto Rico; and the term ‘service as a Member of Congress’ shall include the period from the date of the beginning of the term for which a Member of Congress is elected or appointed to the date on which he takes office as such a Member.”

Approved August 2, 1946.













